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ABSTRACT

Presented is a report on a study to evaluate the special education program in Montgomery County (Maryland) Public Schools and to make recommendations for future program planning. An introduction to the study is provided in Chapter I which covers background information on Montgomery County (such as demographic data), a brief review of the development of special education in the U.S., and the history of Montgomery County's Department of Special Education. Sections in Chapter II include a brief program history, a statement on the method of data collection, the major findings of the evaluations, and recommendations for each of the eight programs of special education: auditory handicapped, emotionally handicapped, mentally retarded, orthopedically handicapped, home instruction, speech and hearing handicapped, special learning disabilities, and visually handicapped. Reported in Chapter III are the findings from consultants' responses to questions in the areas of instruction, organization, staff, pupils, auxiliary personnel and services, housing and physical facilities, budget, community resources, parents, communication, attitudes, and research. Among conclusions on each of the twelve categories presented in Chapter IV are that while some curriculum guides had been prepared and distributed to teachers, their use was limited; and that one of the program's deficiencies was the almost complete lack of programs for inservice education. (SB)

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REPORT

A STUDY OF THE SPECIAL EDUCATION PROGRAM

MONTGOMERY COUNTY PUBLIC SCHOOLS

MARYLAND

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Prepared by

PROJECT CONSULTANTS

Commissioned by

MONTGOMERY COUNTY BOARD OF EDUCATION

March, 1970

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March 14, 1970

Dr. Homer O. Elseroad, Superintendent
Montgomery County Public Schools
850 North Washington Street
Rockville, Maryland, 20850

Dear Dr. Elseroad:

On behalf of the Project Consultants I am pleased to transmit the Report of a Study of the Special Education Program in the Montgomery County Public Schools to you.

The Consultants, with the assistance of many staff persons, have tried to examine the various elements of the program of special education and their relationship to the total school system. Because of the ramifications of the task it was impossible to gather data on every detail of the Study but we believe that the major areas have been covered in the Report. We have found many commendable features of the program together with some serious problems which are reported in this document.

The Report contains a number of recommendations which have been designed to enhance the program. We hope that they will be given serious consideration. We are pleased that the Study includes a phase wherein we will be given the opportunity to assist in the implementation of the recommendations.

It has been a real pleasure to work with you and your staff. Everyone has been most cooperative and helpful. We are also deeply indebted to the hundreds of administrators, teachers and citizens who provided information for the Study. We are particularly grateful to the members of the Steering Committee and the staff of the Department of Special Education for their generous and unstinting efforts throughout the Study.

Cordially,

Paul H. Voelker,
Project Director

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PREFACE

On October 8, 1968 a proposal for a study of the special education program in the Montgomery County Public Schools was submitted to the superintendent and his executive staff. In the proposal it was pointed out that:

> The size and cost of special education alone point up the necessity of evaluating the effectiveness of the current operation, as well as the need for effectuating a blueprint for growth in keeping with the progress of the total MCPS program . . . . and that this evaluation focus on the present special education administrative organization and program implementation as it relates to achievement of the goals of education established for all students in the MCPS.

The study was to begin December, 1968 and extend to August, 1970. The project would be divided into three phases: (1) development of study design, (2) evaluation, and (3) implementation of recommendations.

The proposal was approved by the executive staff on October 21, 1968. Subsequently, Paul H. Voelker, Professor and Chairman of the Department of Special Education and Rehabilitation, University of Pittsburgh, was selected as Project Director. To insure the involvement of persons responsible for or affected by the special education program, the Superintendent appointed a steering committee composed of eleven staff personnel with Dr. Thomas J. O'Toole as chairman. (Dr. Donald Schaeffer was later appointed to this position when Dr. O'Toole was promoted to another department.) The Project Director and members of the steering committee met for several days in early December and prepared a preliminary draft of a design for the Study which was submitted for review to a group of over 40 individuals selected from the MCPS staff, State Department of Education, Division of Vocational Rehabilitation, County Health Department, parent organizations, and the County Education Association. These individuals were invited to offer suggestions for modification of the preliminary design. Upon the receipt of the replies from this group the first draft was reconstructed to include twelve major areas of investigation. The Study design was resubmitted to the reviewers for final examination and comments. The final draft of the design was then prepared and a total of fifty-eight comments. The final draft of twelve categories, were listed for study. Members of the Steering Committee recognized that, because of the magnitude of the items to be investigated, not all the questions could be answered in depth.

Following the completion of the Study design, phase II was started. To assist in the evaluation three additional consultants were selected: (1) Norman Niesen, Professor of Special Education - State University College of New York at Buffalo, (2) Daniel Sage, Assistant Professor of Special Education - Syracuse University, and (3) Joseph Tezza, Coordinator of Special Pupil Services - Bucks County Public Schools, Pennsylvania. Responsibilities for evaluation and preparing the final report were divided between the three Consultants and the Project Director. Three additional consultants were employed to investigate certain special aspects of the program.

Beginning on March 15, and continuing through December 19, 1969, the Consultants conducted their evaluations. Interviews with school staff, parents, members of community agencies and others were held; observations of classroom programs were made;

questionnaires were prepared and submitted to principals and special education teachers; and other data of various kinds were gathered. The consultant team met periodically to coordinate its activities, compare findings, and prepare the final report.

Over a thousand people in the school system and community participated in the study by responding to interviews, sharing ideas on questionnaires, preparing information, and assisting in the many details of planning. Without exception everyone was most cooperative and friendly. The Project Director and Consultants were deeply impressed by the universal interest shown in the Study and are most appreciative of the assistance afforded to them throughout the duration of the project.

This report of the study is more lengthy than originally planned and is due, in part, to the decision of the consultants to make each section somewhat self-contained. Thus, the reader will discover some repetition between sections and chapters. The advantage to this format is that each section may be reviewed independently of the others.

Although the various sections of the report were preared by different members of the consultant team the conclusions and recommendations were reviewed by the team as a group and represent its combined thinking. Considerable thought and discussion was given to the writing of the recommendations and in all instances the criteria of practicality and feasibility were applied in their formulation.

The Consultants were aware of the nationally recognized position of the Montgomery County Schools in excellence of program, teaching personnel and progressive leadership. These considerations, combined with the favorable social and economic climate of the County, prompted the consultants to propose what they believed to be a forward-looking program of special education. Some of the proposals contained in this report can be implemented in the near future. On the other hand major administrative and programmatic changes are often best achieved in a series of steps directed toward the larger goal and so it is recognized that some recommendations may take several years before full implementation can be realized.

The citizens of Montgomery County can be pleased with many aspects of the present program of special education while realizing that some modifications may serve to make a good program even better.

MONTGOMERY COUNTY PUBLIC SCHOOLS

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CHAPTER I

INTRODUCTION TO THE STUDY

Background

Montgomery County, Maryland is located in the Washington, D.C. metropolitan area, being situated contiguous to the District of Columbia on the north. It is a fairly large county covering about 500 square miles. The population, in 1969, was approximately 700,000 with a large portion of the citizens residing in the southern section of the county. The northern portion of the county is less densely populated and is largely semi-rural in nature. The population of the county has increased rapidly over the past several decades with many of the residents employed in the District of Columbia. Because of its proximity to the seat of the Federal government a number of Federal agencies and business corporations have located in the county and these have attracted professional and skilled personnel to the area. This growth in population and business has created a generallt favorable social and economic climate. It was recently reported that the average annual family income exceeded $17,000.

While by most standards Montgomery County may considered as economically affluent, there are, as in most communities, a number of families with low financial income who reside in sub-standard homes located in deprived neighborhoods.

The Montgomery County School System has earned an enviable position in the United States for the excellence of its educational program. This status is the consequence, in large part, of an interested citizenry, favorable economic circumstances and strong educational leadership.

The Montgomery County Board of Education is comprised of seven elected members who serve for four year terms. As of September, 1968 there was a staff of about 6,100 professional employees and 3,300 supporting services employees. Over 121,000 pupils were enrolled in grades kindergarten through twelve. The school plant consisted of 173 elementary, junior and senior high schools. According to data provided by the Director of the Division of Planning it is estimated that the number of pupils will increase to 158,630 and the number of schools to 255 by 1979-1980.[1]

The operating budget for fiscal year ending June 30, 1969 was $98,246,695 which provided an average per pupil expenditure of $808 for the kindergarten through twelfth grade program. About 71 per cent of the cost of operating the school system is derived from local property taxes and the income surtax. The remaining portion of funds comes from the State of Maryland and the Federal government.[2]

The Montgomery County School system is organized as a single unit unlike many county systems in the United States. The organization chart shows a Superintendent of Schools, Deputy Superintendent, and four Assistant Superintendents: Administration, Instruction and Pupil Services, Personnel Services, and Business and Financial Services.

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[1]MCPS "Report of the Committee to Study the Organization of Administrative Areas of the Montgomery County Public Schools", 1969.

[2]MCPS "Choices for Our Children", 1968

Under the purview of the Assistant Superintendent for Instruction and Pupil Services are Departments of Supervision and Curriculum Development, Pupil and Program Appraisal, Pupil Services, and Instructional Materials. Under the Assistant Superintendent for Personnel Services are Departments of Professional Personnel, Supporting Services Personnel and Staff Development. Departments of School Services, School Facilities, and Financial Services operate under the control of the Assistant Superintendent for Business and Financial Services. There is also an Assistant Superintendent for Educational and Managerial Information and Analysis, a position established in fiscal year 1970.

Three Service Departments include: Department of Research, Department of Planning of Development of Federal and State Programs and Department of Information.

For administration purposes the System is divided into twelve administrative areas headed by Area Directors under the direction of the Assistant Superintendent for Administration. The organization by administrative areas was started in July, 1962 and was designed to provide improved communication between the principals in each area. The responsibilities of the Area Directors for instruction, personnel management and fiscal supervision of accounts have not been fully realized because of limited staff support in the areas.

In a recent report prepared by a committee composed of MCPS staff and charged with the responsibility of studying the organization of administrative areas,[1] recommendations were made to expand and strengthen the administrative functions and responsibilities of the Area Director. The Committee believed that implementation of the proposals contained in their report would: (1) improve instructional opportunities for children, (2) increase responsiveness to student, staff, and citizen needs, and (3) increase administrative efficiency. The Committee also recommended that the school system be divided into either eight or twelve administrative areas.

Historical Perspective

In order to understand the philosophical framework from which the members of the Special Education Study team viewed the present and recent past status of special education in MCPS, it may be helpful to provide a brief review of the historical background and development of special education in the United States. While this review will be very familiar to practitioners in the field of special education, it may be, for other educators and lay persons, a useful backdrop upon which to view the present status and recommended changes as presented in this report.

The beginnings of special education in this country can be traced to the early and middle 19th Century when concerns were expressed for severely deviating individuals, particularly those with such obvious and visible defects as blindness, deafness, and severe mental retardation. In each instance the early efforts focused upon special schools, usually residential in nature, and based somewhat on the philosophy of asylum. By the process of constructing an institution, usually remote from population centers, but strategically placed for political consideration, it was reasonably easy for society to pay its debt to the handicapped and return to the relative comfort of forgetting not only their plight but their existence.

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[1] Report of the Committee, op. cit.

The custodial emphasis of the segregated residential school gradually gave way to a philosophy of rehabilitation and education. The steady growth of such facilities through the 19th Century and the early decades of the 20th reflected an attitude of humane charity on the part of the people, the social-psychological implications of this kind of programming were also inescapable.

Day school programs, first coming into existence at the turn of the century were, in part, a phenomenon of the growing urbanization of this country's population. With increasing study and familiarity with human deviation, concepts of classification on the basis of individual differences, and categorical homogeneous grouping for instructional purposes provided a basis by which local school systems could establish special schools and even special classes within regular schools. This had the effect of permitting a certain amount of decentralization, keeping handicapped children closer to their home community, and shifting some of the responsibility for such children from state agencies to local school systems. Even in those places where state agencies retained legal and financial responsibility, the trend away from large residential institutions and toward decentralized hospital-school facilities, diagnostic centers, etc., as occurred in the case of developing programs for crippled children, indicates a consistent trend toward greater acceptance and integration of the handicapped into the mainstream of society.

In tracing the development of local programs within public schools, Cruickshank[1] cites the establishment of services for children with health problems, for the mentally handicapped and for the partially sighted in most of the major cities of this country during the first decade of this century. Even for such low incidence handicapping conditions as blindness, where residential programs would remain a necessity, local school system programs were developed in the larger cities.

During the developmental period of special education, regardless of the physical placement factors, there was a philosophy of instruction which can best be characterized as compensatory. That is, the role of special education was not to remediate the blind person's sensory limitation nor the mentally retarded person's intellectual limitations, but rather to educate such persons to the limit of their capacity in spite of the handicap. Consistent with this view was the asssumption of relative irreversibility of the handicapping condition.

A second characteristic was the assumption that the most feasible way to provide this compensatory program was through attempts to group students homogeneously on the basis of their medical-psychological status and to treat the resulting groups as clinical entities.

In the last two decades, with the rapid changes that have taken place in attitudes toward deviating members of society, minority groups, and those who exercise the freedom to be different, the trend away from segregation of children needing special education has continued. The return of disabled veterans from World War II brought about attitudinal shifts regarding disabilities in general. The social maturation enabled parents of handicapped children to bring their problems into the open and

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[1]Cruickshank, W. M. and Johnson, G. O., Education of Exceptional Children and Youth, Second Edition, Englewood Cliffs: Prentice-Hall, 1967.

organize into powerful groups looking after the total welfare of their children (the National Association for Retarded Children, the United Cerebral Palsy Association, etc.,). These parent groups have also been influential in bringing about acceptance of human deviancy within the total social milieu. This attitudinal shift was of no small importance in effecting the passage of a number of Federal laws in the support of personnel training, research, and direct service to handicapped children within the public schools.

Recent years have seen a shift away from the compensatory view of education toward a remediation concept. That is, with the development of programs for emotionally and socially disturbed children, and with the discoveries regarding the educability of intelligence, the concept of irreversibility has been to some extent replaced by the view that special education should appropriately be concerned with both the provision of education in spite of a handicap and the provision of therapy along with instruction to change, where possible, the handicapping condition itself. Concurrent with this shift, has been the recognition that clinical categories did not necessarily provide the most appropriate instructional groups of children, and that rigid categorization of pupils could be replaced by instructionally functional groupings.

For many years it has been recognized among practitioners in the field of special education, that optimal programming requires the provision of a broad spectrum of services, each suitable for a particular type or degree of handicapping condition. While segregated residential schools were the mode during the primitive stages of the development of special education, it is not correct to imply that they are outmoded totally today. Such schools still serve a purpose for a small segment of the total population of children needing specialized service.

Special day schools and special classes within regular schools came along later and are still a predominate part of the total armamentarium of the special educator. The use of special instructional personnel serving as an itinerant or as a resource consultant rather than being tied to a self-contained group of children or to a specific classroom, has been a somewhat more recent addition, although this method of programming has been of long standing with the speech and hearing impaired and with the partially sighted. The spreading of this concept of service across a greater variety of types and degrees of handicapping conditions has been increasingly evident during the past ten years.

Accumulating evidence which casts doubts upon the efficacy of the special class model for serving the mildly mentally retarded or the mildly to moderately emotionally disturbed, together with the clear evidence that specialized personnel training could not keep up to the increasing demand, has caused many professional leaders in special education to suggest shifts in programming emphasis toward the greater use of resource teachers, consultants, diagnostic and prescriptive clinicians and crisis teachers as an alternative to the traditional use of the teacher working in a self-contained special classroom.

Within the past two years this has culminated in certain events, perhaps only straws in the wind, but indicative of the climate of change in this field. Court cases revolving around civil rights issues, but focusing on the justification for special tracking or segregated placement of children is one example. The questioning of the

special class model by one of the country's pioneers in special education[1] has also called attention to some of the broader implications of all of the programming for handicapped which constitutes the status of special education in this country.

Perhaps the culmination of the aforementioned issues is represented by the resolution[2] adopted by the Council for Children With Behavior Disorders at their April, 1969 meeting. This statement called to task the entire professional community involved with exceptional children, suggesting that special educators had been participating in a course of action which permitted public education to be shielded from its own failures. The resolution further stated that since professional special educators had permitted themselves to be used as one of the special arrangements for relieving individual and institutional guilt and responsibility, they should seek a new definition of exceptionality that is educationally more relevant; and affirming the inadequacy of the traditional special education model of remediation, should actively affirm the need for the development of a new model that involves the total system and all children.

While many persons in the field would not subscribe to the rather strong language with which this resolution was presented, it cannot be denied that as an indicator of the present status of thinking in the field, it represents the growing edge. When viewed as a part of the total historical development of the field, it is seen that greater concern is being focused upon the relationship aspects between the handicapped child and his particular needs and the total continuum of education in our society.

It appears, therefore, that while programming approaches have waxed and waned in popularity in a somewhat pendulum fashion, there has been a steady trend which is probably consistent with the larger social attitudinal characteristics of our culture. Those professionals who have been in the forefront in special education probably represent the avant-garde in the society, in terms of attitudes toward and dedicated effort with those who deviate. As such, the shift in emphasis from asylum provided by remote residential institutions of last century to the present day's fully integrated programs within the public schools, has been, to a considerable extent, a history of the citizenship status of certain types of minority group members within a society striving toward humanistic values.

The Department of Special Education

The history of special education in MCPS is not altogether clear but it appears that one of the first programs developed was for children with orthopedic handicaps. Special education classes for educable (mild) mentally retarded children were organized in the late 1940's. Speech therapy was offered for the first time in 1953 although a hearing consultant and audiometrist had been employed previous to this date. Programs for visually and auditorily handicapped pupils were started in 1954. At about the same

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[1]Dunn, Lloyd. "Special Education for the Mildly Retarded: Is Much of it Justifiable." Exceptional Children, September, 1968.

[2]CCBD, Resolution presented to Council for Exceptional Children, Denver: April, 1969

time the special education department became interested in children with learning disabilities. A demonstration-pilot study of brain-injured and hyperactive children was conducted during 1956-1958 and the outcomes provided some impetus to this program. In 1960 classes for trainable (moderate) mentally retarded were organized. Although there are records from 1941 of children on home instruction it wasn't until 1961 that this program was placed in the Special Education Department. The most recent program was organized in 1968 for several classes of children classified as emotionally disturbed. Prior to organization of these classes (1963-1965) a two year pilot program for emotionally handicapped boys of junior high school age had been conducted. Over the past several years several projects have been developed for the purpose of providing special services for children with learning problems. Catch up classes, W.O.C. Classes and programs for disabled readers illustrate this effort. These have generally not been conducted under the aegis of the Department of Special Education although many of the children in these programs possessed handicapping conditions which appeared to meet the specifications outlined in the special education regulations.

TABLE I

NUMBER OF PUPILS ENROLLED IN SPECIAL EDUCATION CLASSES BY CATEGORIES FOR YEARS 1965-1969

Category	Number of Pupils Enrolled				
	1965	1966	1967	1968	1969
Auditory Handicaps	24	28	33	52	66
Orthopedic Handicaps	63	65	55	49	46
Moderate Mental Retardation	173	198	235	254	274
Mild Mental Retardation	608	731)			
		)	1111	1221	1418
Specific Learning Disabilities	311	290)			
Emotional Handicaps	18	–	–	–	21
Total	1197	1312	1434	1576	1825

Table I reveals the number of pupils enrolled in special education classes for a five year period (1965-1969). It will be noted that there has been a steady increase in total enrollments over this period of time from 1,197 in 1965 to 1,825 in 1969. This is an increase of 628 pupils, or 52.5 per cent. The table also shows that there has been an increase in enrollment in every category except for the orthopedic program where a decrease of 17 pupils is shown.

In addition to the 1,825 pupils enrolled in the special classes for the school year 1968-1969 it was reported that there were over 700 handicapped children in private placement.[1]

[1]Conversation with Mr. Celashi, December 19, 1969.

TABLE 2

NUMBER OF TEACHERS OF SPECIAL CLASSES
FOR YEARS 1965-1969

	Number of Teachers				
	1965	1966	1967	1968	1969
Teachers - Special Classes	109	123	136	158	180

Table 2 shows the number of teachers of special education classes for the years 1965-1969. Over this five year period the number has increased steadily from 109 to 180 teachers. This increase of 71 teachers represents a growth of 65.0 per cent which is slightly greater than the per cent of increase in the number of pupils (52.5) over the five years.

TABLE 3

NUMBER OF PUPILS ENROLLED AND SPECIAL EDUCATION TEACHERS OR SPEECH AND HEARING THERAPISTS EMPLOYED FOR THE YEAR 1968-1969 IN THE AREAS OF THE VISUALLY HANDICAPPED, MODERATE HEARING IMPAIRMENT, HOMEBOUND, AND SPEECH HANDICAPPED

Category	Number Pupils	Number Teachers or Therapists
Visually Handicapped	83	6
Moderate Hearing Impairment	33	3
Homebound	574	(150-175 part time)
Speech Handicapped	3959	46
Total	4649	55

A number of special education pupils were enrolled in the regular grade programs or were homebound and received supplementary services by itinerant special education teachers, hearing specialists and speech and hearing therapists. Data in Table 3 shows that 4649 such pupils were served by 55 full-time and 150-175 part-time special education personnel during the school year 1968-1969.

In addition to the teaching personnel shown in Tables 2 and 3 the following professional staff are assigned to either the Special Education Department or the Department of Supervision and Curriculum Development:

Director	1
Supervisors (special classes)	4
Supervisory (appraisal and placement)	1
School Psychologists	3
Physical Therapists	4
Occupational Therapist	1
Home Instruction Coordinators	4
Teacher - Physical Education	2
Teacher Specialists	7
Counselor	1

Supporting services personnel assigned the department are:

Classroom Aides	71
Secretaries	6
Clerk - Typist	2

In assessing the data presented above it can be concluded that a wide range of programs and services for handicapped children are offered by the Department of Special Education and that the number of staff personnel for the number of pupils is generally satisfactory. The pupil-teacher ratios, in most instances, are appropriate for good instruction. However, the number of supervisors and teacher specialists assigned to the program does not appear to be sufficient to properly manage the many tasks for which they are responsible. The ratio of teacher - teacher aides (2.5 to 1) is superior to that of many school systems although a number of teachers reported that their efficiency could be markedly improved if the services of more teachers aides were available. One outstanding deficiency is noted. With only three psychologists assigned to the Special Education Department the significant responsibilities ordinarily expected of these professionals can not be accomplished satisfactorily.

One of the questions to be answered was the extent to which the MCPS was providing special education programs and services for all children estimated to be handicapped. Standard prevalence estimates of school age population classified as handicapped for special education purposes can be applied; however, certain precautions must be noted. According to Dunn[1] approximately 10.49 per cent of children have handicapping conditions requiring special education. Using this statistic the number of handicapped children in the schools would be 12,693 for the school year 1968-1969 (121,000X 10.49). The actual number enrolled in the special education program for 1968-1969 was 6,474 (see Tables 1 and 3). This leaves a difference of 6,219 pupils for whom special education programs and services are not being provided in MCPS.

Before interpreting these data it is necessary to point out several precautions. Unfortunately, the generally accepted estimated prevalence perceentages are not based

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[1]Dunn, Lloyd M. Exceptional Children in the Schools, Holt, Rinehart and Winston, Inc., New York, 1964. p. 17

based on sound evidence. Furthermore, these estimates apply to national averages and differ from one community to another depending on a number of variables. Nevertheless, prevalence estimates can be used as a rough scale against which enrollment data can be measured and when enrollment figures differ markedly, further scrutiny of possible reasons for the difference should be undertaken.

As previously noted, over 700 handicapped pupils in Montgomery County are enrolled in private placement. While it is to be expected that some parents prefer private school to public school placement, this number seems excessive. If we accept the principle that it is the responsibility of the public school system to provide appropriate educational programs for all children it follows that reasons for such a large percentage of parents seeking placement elsewhere should be questioned.

Enrollment figures in Tables 1 and 3 provide several significant findings. The number of children enrolled in special classes for the orthopedically handicapped is below the expected number. It is known that some of these boys and girls are enrolled in the Rock Terrace School for the multiple handicapped and also in some of the regular schools. However, when all of the known orthopedically handicapped pupils are totaled, the enrollment figure remains questionably low. Also, the number of pupils enrolled in classes for the emotionally disturbed is below estimated prevalence figures. It is likely that some of these children are placed in classes designed for children with specific learning disabilities and in the program for the homebound. To the extent that this speculation is fact - enrollment figures, compared with prevalence data, will have to be questioned.

Following are some of the questions, related to enrollment figures and prevalence estimates, which will be discussed in other sections of the report. Are the procedures employed in referral and identification of handicapped children adequate? Are there a sufficient number of classrooms and services available for all children who have been identified? Is the period between identification and placement of such length to serve as a deterrent? Is the quality of the special education program and services at a level to motivate school personnel, community agencies and parents to seek placement?

The Department of Special Education Services is located, on the flow chart of organization, directly under the Assistant Superintendent for Administration. The Department is administered by a Director of Special Education. At present the central office staff includes four supervisors of special classes, one supervisor of appraisal and placement, four coordinators of home instruction, seven teacher-specialists, four hearing specialists, and three school psychologists.

The effectiveness of a program of special education depends on many people. The citizenry and their representatives on the Board of Education, the Superintendent and his executive staff, the members of the various departments in the central office, the area directors and school principals, and the teacher staff help to determine the character of the program. But it is the director and his staff who have a major responsibility for shaping the nature of the program and establishing its degree of excellence. This is accomplished by setting appropriate goals; marshalling and organizing resources; directing, coordinating, and consulting with those engaged in the special education enterprise; and establishing and maintaining appropriate quality controls. If these responsibilities are to be performed successfully it is essential that the members of the special education staff possess the necessary competencies and be organized in a fashion which permits the coordination of their efforts.

In reviewing the history of the Department it appears that the qualitative development of the program has been hampered by several unfortunate circumstances. Over the years the position of Director had been held by several different people. The frequent change in leadership tended to interrupt the flow of the program. These individuals possessed varying levels of competency for the position and their functions were variously interpreted, both by themselves and the executive staff. The roles of the supervisory staff were changed from time-to-time depending on their status in the organization and the department to which they were assigned. This lack of stability contributed to a state of confusion on the part of the special education staff and teachers, department heads, and school principals. It is the considered judgment of the Consultants that the organizational structure of the department and role definitions of the staff must be clearly stated if the program is to reach a desirable state of excellence. Several major changes in the organizational structure of the department are proposed and the rationale for the recommendations discussed in another section of this report.

Some concern must be expressed about the role and status of several persons in the department with the title of Teacher-Specialist. The concept of thee ''Teacher-Specialist'', as defined by MCPS, is commendable. However, when a person is given this designation and retained past a two year period with responsibilities of greater magnitude, it appears that other payroll titles and salary schedules would be more appropriate.

One of the major responsibilities of a school system is to provide appropriate procedures for evaluating the growth and development of the pupils in terms of the stated educational objectives. In addition, it is essential that a well designed system for recording and reporting the findings of the various evaluations be in effect so that those responsible for quality control measures can easily and effectively use the data. It is generally recognized that the problem of assessing the growth and development of handicapped children is more difficult to solve than for the non-handicapped. Most of the objective tests and other measurement devices have been standardized on the non-handicapped school population and, as a consequence, the findings are less valid and reliable for the atypical pupil. Nevertheless, there are a variety of instruments and techniques that, when properly applied and interpreted, can provide substantial evidence on the growth and development of the handicapped. The Consultants discovered that, while special education teachers were expected to evaluate their pupils, there was no consistent pattern followed in this process so that it was difficult to correlate the data from one year to the next.

In regard to the reporting system, it was observed that most teachers maintained a pupil file in their classroom and that annual pupil progress records were submitted to and filed in the central Special Education office. When the consultants attempted to gather baseline data on pupils from these files it was found that the system of record keeping did not lend itself to the easy acquisition of the data. With the advent of sophisticated data processing and retrieval equipment the unwieldy systems of the past should be discarded.

The information provided in this chapter serves as a background to the study. The ideas presented here are discussed in greater detail in other sections of the report.

CHAPTER II

THE PROGRAMS OF SPECIAL EDUCATION

In this chapter comprehensive evaluations of each of the eight programs of special education are presented: (1) Program for the Auditory Handicapped, (2) Program for the Emotionally Handicapped, (3) Program for the Mentally Retarded, (4) Program for the Orthopedically Handicapped, (5) Program of Home Instruction, (6) Program for Speech and Hearing Handicapped, (7) Program for Children with Specific Learning Disabilities, and (8) Program for Visually Handicapped.

Information was gathered by classroom observations, interviews, questionnaires and review of documents on various elements of each program such as: instructional procedures, curriculums, instructional materials, pupil evaluation and reporting procedures, physical facilities, availability of supervisory and supportive services, attitudes of teachers, administrators and parents, and competencies of teachers.

Each section will include a brief history of the program, a statement of how the data were collected, the major findings of the evaluations, and recommendations.

Program For Auditory Handicapped

Historical Background

An educational program for hearing impaired children was begun in the Montgomery County Schools in 1954. At that time a class was formed for nontalking children. In this early program children with peripheral deafness were not educated separately from those pupils with central language disability. Interest and concern with aphasic children over-shadowed interest in the deaf at the beginning stages of this program. However, after a few years an attempt was made to develop separate programs for the deaf students. Consequently, the emphasis of the program shifted from a program of differential teaching techniques to a program which emphasized the use of amplification, speech reading and auditory training.

This early program has grown to include approximately 70 pupils, nine teaching staff, two therapists and five teacher aides. The program is presently housed in the Forest Grove Elementary, Brown Station Elementary, and Sligo Junior High School buildings.

The Program Coordinator, housed at Forest Grove School, is the person responsible for auditory classes. General supervision for school matters comes from the resident elementary and junior high principal; supervision for concerns implicit in hearing impairment is provided by the Supervisor of Speech and Hearing programs under the general direction of the Director of the Special Education Department.

Teachers of the auditory handicapped are interviewed, selected, and assigned by the Supervisor of Speech and Hearing programs with the help of the Coordinator.

Pupils who are potential candidates for the program are referred through Pupil Services and other sources to the Special Education office. The Supervisor of Speech and Hearing and/or Coordinator of auditory classes see each candidate and decide on his suitability for auditory class placement, making the recommendations to the Supervisor

of the Placement Office. A decision may be delayed pending further evaluation if an appropriate placement is unclear.

The Montgomery County Public Schools' program for auditory handicapped children is conducted within the spirit and framework of the standards enforced by the Maryland State Department of Education.[1] Various bulletins and guides, particularly, Children With Severe Auditory Disorders[2] and Montgomery County Public Schools Administrators and Supervisors Handbook[3] regulate the planning and implementation of programs for the auditory handicapped children.

Collection of Data

At the outset it must be recognized that children with hearing losses of sufficient magnitude to affect their education are relatively rare. Therefore, as must happen in meeting the needs of all low-incidence handicapped children, planning and implementing are difficult because of problems of high cost, grouping and the need for program flexibility.

Information for the basis of this report was obtained from personal meetings with students, parents, teachers, supervisors and principals. In addition, copious files of correspondence between parents and administrators were studied. A review of several documents was made, which provided evidence that staff and parents have long been involved in attempting to seek improvements in the program for auditory handicapped pupils.

This report is organized around four major categories: (1) Administration and Supervision of the Program; (2) Children and their Program; (3) Teachers and their Work; and (4) Parents and their Feelings about the Program.

Administration and Supervision of the Program

The complex administrative and supervisory structure involved in planning and implementing the program for auditory handicapped children was studied only casually. It is part and parcel of the parameter of the administrative structure for all of special education and will be discussed in another section of this report. A Coordinator, a Teacher-Specialist, school principals and the teachers appear to have the most immediate effect on guiding and implementing the program.

The Teacher-Specialist and the Coordinator are hard working, experienced school people. They are deeply cognizant of their responsibility for implementing the program and are aware of the need for evaluating present practices and developing new dimensions which will better serve the children.

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[1]Maryland State Department of Education, Baltimore, Standards, Rules and Regulations Governing the Provision of Special Programs for Handicapped Children of School Age Who Are Residents of Maryland. Adopted by the State Board of Education, May 27, 1959 (first adopted May 30, 1956.)

[2]MCPS, Department of Supervision and Curriculum Development, Rockville, Maryland - Summer, 1967, Children With Severe Auditory Disorders, A Guide for Teachers of Children with Severe Auditory Disorders.

[3]MCPS, Administrative and Supervisory Handbook, 1969.

Children and their Program

The test of any educational program is the effect it has on the children. Does it modify behavior, habits, attitudes, skills? Does such modification meet the needs of society and the needs of the children?

As was to be expected, the program has its share of very young children; some not yet three years of age. Although little time was spent in this class the program appeared to be very effective. At the elementary and junior high school level, the consultant was able to communicate with the children easily. Observation was made of complex language interchange between teacher and children, and this provided insight into the effectiveness of the program. Children's records were studied and their performance was closely observed. It should be emphasized that the program generally appeared to be very effective.

This program, like any program, must be ingeniously designed if it is to meet the needs of all children assigned to it. Frequently teachers at the elementary, junior and senior high school level expressed concern over the inadequacies of the program to meet the needs of particular children. They suggested numerous ways that the present program might be changed to better meet the needs of specific children. Their solutions ranged from the need for more self-contained classes to the feasibility of moving certain children to other programs, to different groupings or to different approaches in instruction. It can be concluded that the staff is aware of the program's successes but concerned about its failures, and is willing to institute change.

A major concern of the Consultants relates to the apparent lack of understanding between the staff and the central office as to why certain children are placed in particular programs. For example, some teachers raised the question of whether transportation might possibly influence the placement of a particular child.

The Consultants talked to the children. It was their observation that most of the children have good speech; they listen well. Their language is complex and rich in idiomatic expression and understanding. The educational goals of the oral program were being achieved remarkably well for most children.

The Montgomery County Public Schools also can point with great pride to the Meadow Hall program for language handicapped children. This is a carefully planned and executed program. It offers a systematic and effective, albeit complex, attack on what to do with children who don't communicate well but who have intact end organ functions. This program is rich in research and demonstration possibilities. The innovative people responsible for this program are to be congratulated.

The Consultants also observed the aspect of the program concerned with children enrolled in regular classes who need some help with speech, listening and language.

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[1]Elsenad, Homer O., Continuation Grant Request for the Title VI-A Project: Joint Special Class for Language Impaired Children, Montgomery County Public Schools, May 13, 1969.

Observation at Lone Oak School indicated that these children were being effectively helped. The language specialist was remarkably skilled, and in general, was doing an excellent job. The children, with one exception observed, were well-placed and their language skill is a reflection of the worth of the program.

In summary, the programs are varied and complex and the offerings range from pre-school to senior high school. The programs cover the gamut from those designed to help children with mild losses to those intended for profoundly deaf children, to those for functionally deaf children. They include self-contained classes; partially-contained classes; individualized instruction; group tutorial and work-study programs. The Consultants were impressed by the quality of instruction, the facilities provided, instructional supplies, books and equipment available. Examination of the files of the children indicated that good diagnostic and evaluation services were available. It should be noted, however, that it was difficult to obtain precise information on particular children. In some cases, even up-to-date information was not available on children who had been in the program for some time.

The children's speech and language attainments were certainly impressive. Integration of the children into regular classroom activities was, to say the least, remarkably effective. The apparent efficiency of team teaching in some settings was admirable. In conclusion, the Consultants felt that the program for the auditory handicapped children at the pre-school and elementary level was well-planned and well-executed.

Teachers and their Work

An underlying philosophy of integration into the regular school programs and to oralism, permeates every aspect of the program. There is a less well-defined acknowledgement of fact that some children cannot achieve integration. This is a matter of concern to the staff. To accomplish oralism and integration into the mainstream of the regular school program, a host of ancillary services were provided. Outside agencies and private physicians provided diagnostic services; psychologists, speech and hearing therapists, child development personnel, transportation and placement specialists for the school system helped implement the program.

In most instances, excellent cooperation was observed between the regular classroom and the special class teachers. There seemed to be an implicit understanding that regular classroom teachers readily accepted any auditorily handicapped pupil capable of placement in a regular class. Team teaching was practiced successfully in at least one facility for the hearing handicapped. Though attention and concern were devoted to the needs of multi-handicapped children, this appeared to be the weakest part of the total program.

Four meetings were held with the teachers from Brown Station, Sligo Junior High and Forest Grove schools to determine their problems and to listen to suggestions they might have for the improvement of program. The staff expressed concerns about many program details such as equipment maintenance, inadequate facilities at Sligo Junior High School (because of crowded conditions these teachers were working in one room with inadequate dividers separating the classes), ill defined policy on visiting days, lack of information as to "legal" class size, carpeting, poor and outmoded equipment, lack of bathroom facilities in the pre-school class, and so forth.

Most important, they expressed concern about many grave matters such as: lack of adequate communication between the teachers; failure of administrators to consult with

and/or give credence to teacher opinion; lack of a stated philosophy and program goals; inadequate in-service training; failure to define the roles of the supervisors and the principals; and failure to improve the extent and quality of supervision. Other matters of concern were: the lack of follow-up studies on the children who completed the program; absence of suitable curriculum development; failure to provide adequate programs for the children who cannot be integrated; failure to define uniform policies and practices in providing team teaching and integration opportunities; failure to provide adequate diagnostic and psychological services; and dissatisfaction with pupil groupings.

Despite the many concerns raised by teachers, it should be noted that throughout all conversations with them, a spirit of great pride in their work, the progress of the children, and their school system was manifested. It was clear that these teachers were casting about for ways and means of improving the program for the children. They obviously liked and respected their Coordinator but felt that she was bogged down with administrative detail. They believed in the integration process for some children but because other children cannot be integrated they were concerned for them. They believed team teaching can be effective but were unsure about the conditions under which it would work effectively. They were willing to work on curriculum revision but asked who was to help them set policy, goals, procedures. In short, they seemed to be asking: who is to lead them?

The Consultants were impressed with the high level competencies of the teachers. They were well-prepared for their assignments and were deeply concerned for the welfare of the pupils.

Parents and their Feelings about the Program

Three contacts were made with parents by the Consultants to ascertain their feelings and concerns about the program. In addition, a review of correspondence and parent written literature was made. The important findings of these efforts are that the parents were generally supportive of the instructional program provided for their children but had some questions about some of the teaching procedures employed.

The parents were well organized and action oriented. In concert they presented a sophisticated, intelligent, constructive set of ideas and plans for action. To date, the school system appears to have responded with sensitivity, good faith and common sense to most parent requests. Parents had a common goal – the best possible education for their children, but they were not in complete accord as to how this goal should be reached. This many be due to the fact that auditorily handicapped children do not represent a homogeneous group. Indeed, they can be arranged on a startlingly complex series of continuums in terms of age, age of onset of hearing loss, intelligence, secondary handicapping conditions, etc. In addition, parent opinion regarding what is good educational practice is heavily influenced by the long standing controversy in deaf education.

Is oralism the answer? What is oralism? Is the Rochester method best? Parents, teachers and administrators are affected by this controversy and none are immune from the consequences of the inability to resolve the basic dilemma. To complicate matters further it was apparent that most parents and teachers in Montgomery County believed firmly in oralism while others were certain that the simultaneous method is better than pure oralism. Certainly some staff members and parents would like to try the simultaneous method. However, most oral proponents will not countenance finger

spelling. The proponents of finger spelling plus speech cannot convince most parents that this method will not injure the development of oral communication. The issue of oralism is too old, too fraught with emotion and too little founded on fact to discuss in this report, but it has a bearing on decisions the school system must soon make.[1]

The die has been cast in favor of strict oralism in the Montgomery County Public Schools. This may be due in part to past successes in the use of this method. This is evidenced by the fact that many of the children observed were overwhelmingly successful in oral communication. Modification of commitment to oralism will not be realized easily.

It must be emphasized that the parents who spoke to the Consultants were few in number. They were highly motivated, sophisticated people. All were sympathetic to and supportive of the school system but held the conviction that though the program was excellent, it could be improved. Each parent interviewed was careful to present only personal viewpoints. The basic concerns, opinions and viewpoints of some parents were presented in a document prepared by the Montgomery County Association for Language-Handicapped Children and more documentation was available in the form of letters and other presentations.

During the interviews parents expressed feelings about the communication gap that seems to exist between the school and the home, and also between various levels of the school program. This concern was often amplified during the discussions with specific instances of failure noted on the part of the school system to keep the parents informed as to goals, curriculum and children's progress. The parents felt that lines of communication between the school and the home needed to be re-established. Many factors contributed to this problem, not the least being that some parents live a great distance from the school; other parents choose to work through their association, rather than through the local school.

One of the problems voiced by parents was that class size exceeded the legal limit. However, analysis of class sizes and state regulations failed to substantiate this statement.

Another concern, which was discussed at some length, pertained to transportation. Parents were able to cite specific instances of what they considered poor transportation practices. For example: it was reported that one child rode a bus for one and one-half hours when he lived only twenty minutes away from the school to which he was assigned. Parents feel that sometimes children are placed in a particular program on a basis of transportation rather than educational needs.

Some parents expressed the opinion that MCPS should employ highly qualified, experienced persons to direct and staff the program at all levels. While the Consultants can appreciate this concern, evidence exists that the Montgomery County School System

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[1]Quigley, Stephen P., The Influence of Fingerspelling on the Development of Language, Communication, and Educational Achievement in Deaf Children, Institute for Research on Exceptional Children, University of Illinois, Champaign, Illinois. (This publication presents an excellent discussion on this issue.)

already has some of the best leadership that the profession has to offer. It was also evident that the school system has made great effort to obtain qualified staff at all levels. Indeed, few school systems could match the quality of staff employed by the MCPS.

The belief that the program failed to provide educational opportunities for children with multiple handicaps was expressed by some parents. Specific reference was made to mentally retarded auditorily handicapped boys and girls. Although the Consultants were unable to obtain substantial evidence on this matter there is some justification for this complaint and it is suggested that a study be conducted to determine the extent of the problem.

Another concern expressed by parents pertained to the need for the initiation of the simultaneous method of teaching language within the system so that the non-oral children would not have to be "sent away" to school as a result of not being able to lip read. A discussion of the complexity of this issue appears earlier in this report. However, it was the contention of some parents and teachers that many more "signing" children would be in the program if provision were made for their education.

Other issues raised were: (1) the inadequacy of the curriculum at the pre-school and elementary levels, (2) the need for an improved, on-going, professional development program for teachers, and (3) the need for a trained technician to service the auditory equipment on a regular basis.

Recommendations

1. We recommend that a systematic plan be developed by the school system for the maintenance, retirement, and installation of group hearing aids and other equipment necessary to program operation. This plan should also include ways and means of obtaining and maintaining hearing aids for children whose parents are medically indigent.

2. We recommend that the school system explore, develop and implement a variety of in-service training programs to bridge the communication gap between teachers, administrators and the home; to improve and upgrade teaching skills of the present staff; and develop more effective curriculum especially at the pre-school level. A special effort should be made to help regular class teachers improve their understanding and skill in teaching auditorily handicapped children integrated in regular classes.

3. We recommend that systematic procedures be developed to close the communication gap between the school and home. These should include information about the school program such as: grouping practices, class size, various state regulations, curriculum objectives, pupil progress and parent participation. This task can be accomplished through a variety of media such as brochures, films, video tape, film strips, newsletters, parent's manuals, and a regular system of parent conferences.

4. We recommend that the MCPS make every effort to improve the diagnostic and evaluation procedures for children with communication problems. It is suggested that a centralized facility in one of the schools be constructed so that intensive diagnostic evaluation could be provided. This facility should

contain a sound treated room and modern audiometric testing equipment. The feasibility of employing an audiologist on a consulting basis should be explored. Other members of the present staff could be used as part of the diagnostic team serving this facility.

5. We recommend that an experimental plan be developed to help provide more information regarding the effectiveness of the use of the simultaneous method in the educational program of the deaf. We suggest that an experimental program might be initiated on Saturdays or possibly during the summer for children of parents who believe strongly in this approach to education. It is further suggested that the school system investigate programs in which the simultaneous method is being used so that its strengths and weaknesses could be determined. We firmly believe that any decision regarding the exclusion of finger spelling from the program for the acoustically handicapped should be based on hard data rather than emotionally laden opinions.

6. We recommend that consideration be given to the development of a few self-contained special classes at both the elementary and secondary school levels. It appears that there are enough children who cannot succeed in an integrated program of studies to justify implementation of self-contained classes.

7. We recommend that a systematic procedure be established to collect follow-up data on pupils who have participated in the program. These data should be studied for clues which might lead to program improvement. (See: RESEARCH.)

8. We recommend that the classes at Sligo Junior High School be moved to better facilities. The present accommodations are not adequate for the program since two teachers are assigned to only one classroom with inadequate dividers separating the classes. New facilities, centrally located for the children, should be located which would provide two classrooms of average size.

Program For Emotionally Handicapped

Historical Background

A report on programs for emotionally handicapped in MCPS was made difficult in contrast to reports on some of the other disability areas for two reasons. On one hand, it can be said that "programs," in the usual sense of the word, almost do not exist. That is, the services that do exist are of very recent orgin and there has not been sufficient time for a program identity to emerge. On the other hand, a wide variety of "starts" are being made and it is apparent that consideration is being given to a number of programming alternatives. However, most of these are still in planning stages, and an evaluation of what is taking place with emotionally handicapped children in MCPS must be based, to a considerable extent, on the promises pronounced by those documents and those persons concerned with the forthcoming developments.

It is evident that services for emotionally handicapped children have not been conceptualized as a part of special education in MCPS until very recently, and there is some indication that even now some unwritten line of distinction may exist in the minds of many county personnel between emotionally handicapped children and other areas of handicap which have been traditionally identified with special education in the county.

This is exemplified in a 1966 county publication[1] dealing with evaluative criteria for the special education program, in which eight areas of special education are covered, but no mention is made of services for children with emotional handicaps.

The first reported attempt at programming for emotionally handicapped within the regular school structure, involved a pilot project conducted by two teachers at Randolph Junior High School during the 1963-65 school years. Although the reasons are not clear, this program had not been continued but the budget allocation for the two personnel slots had been maintained, using those allocations to fill in other areas where needs were severe.

It is evident, however, that during these same years, emotionally handicapped children had been served in programs other than school based. The annual report on special education for fiscal 1965 and fiscal 1966 indicated that the program of home instruction included some 50 children who could not attend regular school due to severity of emotional handicap. This covered the same period when 18 junior high age pupils were served in two special classes. Succeeding annual reports indicated gradual increase in the number of such children included on the home instruction caseload. For example, for FY 1968-69 there were 96 out of 574 who were classified as emotionally disturbed. It was likewise evident that a significant number of emotionally handicapped children have been served by residential school placement, public and private, outside the county schools. While data prior to the 1967-68 school year was not investigated, in that year the Progress Report on Pupil Services indicated 224 children classified as emotionally handicapped involved in such placements.

It was also evident that emotionally handicapped children (however labeled) were being served in special class programs designated for children with specific learning disabilities during the years when that program was becoming established. Although the placement criteria for the SLD program includes a statement that children with a primary handicap diagnosed by competent professionals as emotional involvement cannot be admitted to this program, it was clear that the other criteria for SLD eligibility would tend to invite the consideration of emotionally handicapped children. The difficulties in differential diagnosis and the normal degrees of professional bias could be expected to bring about the inclusion of children in the SLD program in which the central nervous system dysfunction is unclear or only "suspected," making the question of primary handicap and emotional involvement a highly ambiguous matter.

It appeared that the pressing need of general educators to have a better solution for children exhibiting learning and behavior disorders, coupled with constraints imposed by the criteria for identification within the program for specific learning disabilities, brought about a situation in which the needs of emotionally handicapped children would be seen as one of the more pressing educational problems in the county. This was evident in the study conducted under Title III, ESEA covering the period from March, 1966, through September, 1967. While this study included a very broad scope and was entitled a "Study of the Feasibility of Developing a Model Demonstration

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[1]MCPS, Evaluative Criteria for Special Education Program, 1966.

School for Educationally Disadvantaged Youth,"[1] the major conclusions of the study (some 52 in number) and a resulting 11 recommendations, focused high priority on the need for services directly or indirectly concerned with emotionally handicapped children.

The current status, and more important, the extensive plans on the drawing board, appear to have evolved directly from the findings and recommendations of the aforementioned study. The number one recommendation dealt with the need to evaluate and demonstrate the feasibility of school-based early identification, diagnostic, and intervention processes to improve the educational performance of children who have deficits in learning, social, emotional and physical areas; apply these processes without regard to categorical labels; develop a diagnostic teaching team as the core of the diagnostic and intervention procedures.[2]

This recommendation quite clearly led to the initiation, under a subsequent Title III, ESEA grant, of Project FOCUS. The relevance of that program for emotionally handicapped children will be discussed later, but the program, however broad in scope, is seen as a breakthrough having major promise for this disability area.

The number two recommendation of the study report,[3] focusing on the need for a multi-level program for evaluation, reeducation and adjustment of emotionally handicapped adolescents, likewise pointed the way to the first concerted efforts to program for such children. While the eye-catching nature of the special school (Mark Twain) portion of the multi-level plan tends to overwhelm the other aspects, it is clear that attention to this unmet area of need is now at hand.

Project FOCUS, perceived by the Consultant team as a significant alternative to programming for emotionally handicapped children, was proposed in June, 1967, with the intention of operating through October, 1970. While the scope of the pilot program extends to a variety of types of mild handicaps, the promise of this approach as an alternative to special class placement for emotionally handicapped children demands the consideration of FOCUS as one facet of the current effort for such children in MCPS.

The development of the proposal for a multi-level school program for the evaluation, education, and adjustment of emotionally handicapped adolescents, published in March, 1968, represents the second major facet of attention to this area of need.[4] In the introduction to that proposal, it was pointed out that there was a need for a year-round day program in a special school for seriously handicapped adolescents, programs in selected junior and senior high schools for students able to function with appropriate support in the school environment, and a satellite school for mildly retarded adolescents who were emotionally handicapped.

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[1]MCPS, Planning for Supplementary Education Services, Vol. 1, (Recommendations), August, 1967.

[2]Ibid., p. 38.

[3]Ibid., p. 38.

[4]MCPS, Proposal, A School for the Emotionally Handicapped Adolescent, March, 1968, p. 1.

Since this project is one requiring considerable time for development, the Consultant team could only address its attention to the planning that is underway. However, an effort of such magnitude, even in the drawing board stages, has considerable substance. The far reaching ramifications of this plan as a part of a total program effort for emotionally handicapped children cannot be ignored.

It would appear that the attention to the needs of emotionally handicapped children brought about by these two above mentioned projects has also been instrumental in bringing about the reassignment of the two temporarily unused salary allocations which had been designated for teachers of the emotionally handicapped. In preparation for the 1968-69 school year, two classrooms were procured at Rocking Horse Road Elementary School, two experienced teachers were assigned, and a Supervisor of special education was delegated the responsibility for initiating the experimental classes on the primary level. With the expansion to four primary classes for the 1969-70 school year, an additional alternative for programming was launched. This approach, incidentally, due to the organizational peculiarities dealt with elsewhere in this report, is the only one of the school-based efforts administratively placed within the jurisdiction of the Department of Special Education. The other two alternatives, at the present time, exist under the status of "special projects."

Collection of Data

Due to the diverse, scattered, and embryonic nature of services for emotionally handicapped children in MCPS, the procedures for evaluating the current status were necessarily varied. Three major sources of information were utilized; (1) a variety of written documents, most of which have been mentioned above; (2) direct observation of the currently operational programs within the schools; and (3) interviews with a wide variety of school system personnel. The last source of information included supervisory personnel within the Special Education Department and the Department of Supervision and Curriculum Development, personnel with the Department of Pupil Services (both centrally based and those based in field offices), various school building administrators having committee responsibilities in connection with some phase of the multi-level program for emotionally handicapped adolescents, administrative and supervisory personnel having responsibility for aspects of special projects (both FOCUS and Mark Twain), special class teachers involved with both emotionally handicapped and specific learning disability classes, and building principals having no particular role other than as a consumer of special education services.

In processing the information from this wide variety of sources, and in making evaluative judgments regarding the current status of the program, attention was given to the perceptions of significant persons in the school system regarding the needs of emotionally handicapped children and the clarity of understanding of what was currently being done and being planned. Attention was also given to the prospects for a continued and consistent development of a complex of services that would serve all children well, while providing compensatory service for the handicapped according to their needs.

Observations

The pervasive theme gained from these observations suggests that many people have doubts as to the efficacy of the application of traditional special education models, i.e., special segregated classes, etc., for serving emotionally handicapped children.

There is realization that it would never be economically feasible to establish enough special classes for emotionally handicapped children so identified. Likewise, there appears to be a recognition that the needs of such children are not necessarily best served in special classes. However, it is equally apparent that there is not complete agreement as to alternative programming approaches which might better meet the needs. It appears that with this lack of agreement there have been three quite different, and in some ways, philosophically antithetical new programs proposed and initiated, each touching on the problem of the emotionally handicapped child.

Incidentally, this apparent fragmentation and division of effort seems consistent with the larger problems of the total approach to special education in MCPS. It is hard to evaluate whether the benefits of "everyone doing his own thing" offsets the drawbacks in "the right hand not knowing what the left is doing" but, it would appear from this viewpoint, that some better coordination of planning would be useful.

It was evident that MCPS had gone to great lengths in obtaining excellent consultation for the development of the multi-level program for emotionally handicapped adolescents and that the breadth and depth of involvement of school system personnel on the seven planning committees holds great promise for the successful launching of that new program. Likewise, the stated specific objectives of the Mark Twain School with their emphasis on such things as: (1) devising better ways to serve the target population, (2) the development of new approaches through modification of behavior, (3) the utilization of the school for in-service training of personnel, and (4) the study of ways in which the total community coordinates its efforts with the school to provide the comprehensive ancillary services, are all seen as appropriate and highly promising directions for a special education program within the public schools. The written directives to the seven committees involved with the multi-level program are seen as excellent examples of broad scope planning.

However, there are certain reservations based on the probabilities of slippage between what is projected on paper and what can be carried off in practice. While the following observations are probably contaminated by biases of the writers, there are aspects of the proposed multi-level program which raise some concerns.

The emphasis in the program on the segregated Mark Twain School will be inescapable due to the attention that is concentrated whenever special buildings are built. This will be even more so in view of the esoteric aspects of the building as it is currently being planned. It would seem to be very difficult to keep the Mark Twain building from being perceived as "The whole program" given what we know about the tendency of educators to want to move children to a special class or school as a method of solving problems. While the planners of the program have indicated various steps that will be taken to guard against such overemphasis, the Consultants believe that it may be very difficult to carry off. In a similar vein, although the planners state that steps will be taken to assure that the school does not become a dumping ground for merely the most disturbing elements of the school population, some difficulty can be anticipated in maintaining appropriate criteria for admission to service at Mark Twain.

It seems unfortunate that at a time when some successful steps are being taken to de-emphasize segregated labeling of deviating children, there should be movement toward a program structure which can hardly help but lead to the ultimate in labeling. It may be argued that the proposed enrollment of Mark Twain will be very small and,

therefore, the level of severity of cases involved would be so extreme, that segregation and labeling would already be a foregone conclusion. While this may be true, it would appear that the school system is taking a step which would legitimize and institutionalize the practice. It is also suggested that if the level of severity of cases involved is really that extreme, the treatment services provided for in the plans as ancillary to the instructional program would be quite inadequate.

The impression one gets from the information sources listed above is that the Mark Twain School, a magnificent but segregated facility, is perceived and is likely to continue to become increasing perceived, as the central core for all services for emotionally handicapped children. It further follows that in terms of the school-based program, the special class, segregated within the school building, will be seen as the first order satellite in this continuum, while the less visible intervenient services, such as resource rooms, crisis teachers, and diagnostic-prescriptive teachers may suffer from a type of selective neglect.

It may be that the Consultants are unduly alarmed about the apparent emphasis MCPS is placing on the Mark Twain School in relation to the rest of the multi-level program under consideration. Recent information reveals that the FY 71 budget will provide for 17 positions to begin in-school programs and to follow through on all phases of the program.

The status of the currently operating Project FOCUS seems to indicate that this approach is suffering from halfhearted support. With the cutback of funds from Title III at the time of the second and third renewal, there appeared to be a reluctance to commit county funds to a sufficient degree to carry out the original intentions of FOCUS.

While there may be other factors not made known to the Consultant team, one gets the impression that support for FOCUS is lagging. This is consistent with the recurring phenomenon in special education that highly integrative types of services, in which the emphasis of the professional staff is on assisting the general educator with problem children rather than relieving the generalist of such children, fail to maintain continued support. The "relief philosophy" which has pervaded special education since its inception, and led to the establishment of a large number of segregated facilities and/or programs of undemonstrated worth, appears to be operating in Montgomery County in regard to the manner in which services for emotionally handicapped are being developed.

The relationship between the currently operational primary level special classes for emotionally handicapped children (four in number) and the multi-level program covering grades 6-12 is unclear. Since both the adolescent program and Project FOCUS have been developed outside the Department of Special Education, it is understandable that the four classes which operate within the department would be philosophically isolated and unarticulated with the more innovative and far-reaching programs under development. While it might be argued that the intent of Project FOCUS is to deal with the mildly handicapped in both learning and social behavior and that the intent of the four special classes is to deal with more severe cases, it would appear to be difficult to demonstrate criteria for drawing the line between the two levels. In a similar manner, a grave lack of continuity is likely between whatever programming happens at the K-5 level and that provided for adolescents, judging by what is currently in existence and in planning stages.

The information on Table 4 shows that the median IQ is 99 and that all but four of the pupils in the classes have intelligence scores in the normal range. Table 5 reveals that there are 30 boys as compared to only five girls, in these classes, and that the median age for the group is 9.6 years. Estimated achievement levels in reading and arithmetic, by age groups, are provided in Table 6. It will be noted that the median levels, for both subjects, is second grade. From this we may deduce that, on the average, these children are about one grade retarded. However, this conclusion must be qualified since the data provided is based on estimated achievement levels.

In an observation of the two primary classes at Rocking Horse Road Elementary School, it was clear that the teachers involved and the setting provided were making possible a successful program for that group of children. The pupils appeared well controlled by the structured environment and it was quite believable that the children had made great gains in self-control during the months that they had been in this situation. Perhaps the only question which might be raised is the degree to which the environment had been so structured for the needs of these children that it would be possible within a reasonable time to begin to reintroduce these children to more ordinary school conditions. A reentry program was in evidence, in that at least one pupil had been making regular daily contact with a regular second grade and was successfully being reintegrated.

The differentiation between the children seen in these classes for the emotionally handicapped and those seen in classes for specific learning disabilities appeared to be very vague.

The fragmentation of efforts to serve the emotionally handicapped was also demonstrated by the fact that a large number of such children were being served through the Pupil Services Department via private placements. It would appear that there is little coordination between the Department of Special Education and the Department of Pupil Services in regard to private placements. Since about 1/3 of those children on private placements (734 during the 1967-68 school year) were classified as emotionally handicapped, that type of program approach consititutes a significant portion of the total effort. At present, there appears to be no way to evaluate the extent to which certain of these pupils could be accommodated within the structure of the proposed Mark Twain School. It can be assumed that this would be the case for at least some pupils. Again, this points up the need for coordination, if not unification of the offices responsible for decision making on such children. Although private placements are defended as the "treatment of choice," where the need for residential placement is due to family limitations in coping with emotionally handicapped children, the question can certainly be raised as to whether such private placements are truly best serving the child, or are merely "convenient" for both the family and the public school system.

The remaining service utilized for emotionally handicapped children is that of home instruction, which during the 1968-69 school year had been serving 96 pupils. While most of these were on a short-term basis, there are aspects of the program that lead one to question its appropriateness for some of these children.

It is apparent that at the elementary school level, particularly the primary, there is very little basis for discriminating between those children classified as emotionally handicapped and those with specific learning disabilities. While the policies and

TABLE 4

DISTRIBUTION OF IQ SCORES*
FOR EMOTIONALLY HANDICAPPED PUPILS
(October, 1969)

Score Interval	Frequency
55-59	1
60-64	2
65-69	-
70-74	1
75-79	-
80-84	-
85-89	5
90-94	5
95-99	2
100-104	6
105-109	5
110-114	3
115-119	1
120-124	2
125-129	2
Total	35
Median IQ	99

*These scores are those found in the school records at the time of the survey. They represent scores from different test instruments such as the WISC, S-B, Otis, CTMM, PPVT, and Lorge-Thorndike.

TABLE 5

DISTRIBUTION BY AGE AND SEX OF EMOTIONALLY HANDICAPPED PUPILS
(October, 1969)

Age	Sex		Total
	Male	Female	
6.0-6.5	1	-	1
6.6-6.11	-	-	-
7.0-7.5	1	-	1
7.6-7.11	5	-	5
8.0-8.5	5	2	7
8.6-8.11	3	-	3
9.0-9.5	-	-	-
9.6-9.11	2	1	3
10.0-10.5	5	-	5
10.6-10.11	3	-	3
11.0-11.5	1	2	3
11.6-11.11	1	-	1
12.0-12.5	3	-	3
Totals	30	5	35
Median Age	9.2	9.8	9.6

Length of Time in the Program:

This program was begun in September 1968. Of the 35 children represented in the above Table, 21 are in their first year and 14 are in their second year in the program.

TABLE 6

ESTIMATED ACHIEVEMENT LEVELS IN READING AND ARITHMETIC, BY AGE GROUPS, FOR EMOTIONALLY HANDICAPPED PUPILS (October, 1969)

Achievement Level	Reading			Arithmetic		
	Age		Total	Age		Total
	6.0-9.11	10.0-13.0		6.0-9.11	10.0-13.0	
Pre-Readiness	2	-	2	-	-	-
Readiness	3	-	3	-	-	-
Pre-Primer	2	-	2	2	-	2
Primer or 1st Gr.	8	2	10	5	-	5
2nd Gr.	1	3	4	11	4	15
3rd Gr.	2	4	6	2	4	6
4th Gr.	2	3	5	-	4	4
5th Gr.	-	2	2	-	1	1
6th Gr.	-	1	1	-	2	2
Total	20	15	35	20	15	35
Median Achv. Level			2nd gd.			2nd gd.

procedures in operation by the Office of Pupil Appraisal and Placement allow for reevaluation as needed and freedom for transfer between programs, the very fact of special class placement, assignment to a teacher in a self-contained class, etc., is likely to lead to a certain amount of inflexibility, labeling and the self-fulfilling prophesy. This tendency would be effectively reduced in a program which emphasizes resource teachers specializing in diagnostic-prescriptive-consultative roles with classroom teachers, such as that possible under the FOCUS model.

The overall observation of the entire spectrum of services for emotionally handicapped pupils in MCPS has both positive and negative aspects. It was good to see a wide variety of alternatives made possible for serving this population. However, the questionable articulation between these various alternatives is seen as a possible weakness. Furthermore, although it constitutes a value judgment on the part of the consultants who obviously cannot be completely free from predilections, it would appear that the priorities of emphasis and support among the alternatives are in inverse order. The alternative which shows greatest promise for relating the handicapped child and special education services to the mainstream (as in Project FOCUS) seems to be receiving less attention than the more segregating aspects of the program such as a special school and special classes.

Recommendations

1. We recommend that the responsibility for both immediate and long range planning and operations for programs for the emotionally handicapped be brought under one office, to include all programming possibilities such as home instruction, private placement, special schools, special classes, resource teachers, crisis teachers, and diagnostic and prescriptive services. (See: ORGANIZATION.)

2. We recommend that those responsible for planning for the emotionally disturbed give careful attention to the wide variety of programming alternatives for these pupils based on a continuum of programs and services. The proposed Mark Twain School should be designed to provide for only the more severely handicapped segment of the emotionally disturbed population. (See: INSTRUCTION.)

Program for the Mentally Retarded

Historical Background

Special classes for the mildly retarded were among the first special education programs initiated by the Montgomery County schools in the late 1940's. In 1960 special classes were also started for the moderately retarded. Since then, both programs have shown marked and consistent growth in terms of pupil enrollment, staff assignments and allocation of physical facilities.

Table 7 shows that the number of pupils enrolled in classes for the moderately retarded increased from 51 (FY 1955-56) to 280 (FY 1969-70). This increase of 229 pupils over the 15 year period is truly remarkable and demonstrates the interest of MCPS in providing an educational program for this group of handicapped children.

TABLE 7

NUMBER OF PUPILS, TEACHERS AND CLASSROOM AIDES IN PROGRAMS FOR THE MODERATELY RETARDED AND THE MILDLY RETARDED, 1955-1970

School Year	Pupils		Teachers		Classroom Aides	
	Mild. (Elem.)	Mod.	Mild. (Elem.)	Mod.	Mild. (Elem.)	Mod.
1955-56	217	51	17	5	5	1
1956-57	Not Available					
1957-58						
1958-59						
1959-60	302	59	22	6	4	3
1960-61	405	81	29	7	6	3
1961-62	269*	97	22*	10	1*	5
1962-63	196	137	18	14	4	8
1963-64	188	150	18	14	3	9
1964-65	237	173	20	17	1	9
1965-66	279	198	23	20	2	13
1966-67	245	235	24	23	3	17
1967-68	293	254	28	28	3	21
1968-69	311	264	31	30	7	20
1969-70	341	280	34	30	10	22

*The drop in enrollment may be accounted for in part, by the increase in the Specific Learning Disability Program.

This Table shows the data for the program for the Moderately Retarded, ages 6 to 21, and for the program for the Mildly Retarded, elementary level. At the secondary school level, mildly retarded students are placed in a non-categorical program along with students with a mild specific learning disability. Staff for this program are not designated as working with one type of handicapped student or the other, therefore, data for the secondary program has not been included in this Table.

Since the enrollment figures for the mildly retarded pupils are combined with those in the program for children with specific learning disabilities at the secondary level, exact numbers for the total group are not available. It is interesting to note the marked decrease in the number of mildly retarded children at the elementary level beginning in FY 1961-62. This may be due, in part, to the increase of children in the Specific Learning Disability program, however; records were not available to substantiate this presumption.

Presently, the program for the moderately retarded is contained in three special schools: Concord, Stephen Knolls and Longview. These schools serve pupils ranging in age from six through 20 years of age. The program for the mildly retarded is housed in the regular elementary, middle, junior and senior high schools of the system. One special school, Rock Terrace, contains a junior and senior high school program for multi-handicapped, mildly retarded pupils who, for one reason or another, demonstrate an inability to participate fully in an integrated educational setting.

Collection of Data

Information concerning the programs for the mildly and moderately retarded was obtained through interviews with a wide variety of Montgomery County school personnel and parents of children participating in these programs, by visitation to and observation of program at all opperational levels, and by examination of many communiques and reports relative to various aspects of the programs. Specifically the collection of data involved the following:

1. Extensive interviews with all supervisory personnel and teacher specialists assigned to the programs for the mildly and moderately retarded.

2. Interviews with the three principals of schools serving the moderately retarded.

3. Interviews with six principals of buildings housing classes for mildly retarded.

4. Interviews with the director of the Department of Pupil Services and two supervisors of district offices of pupil services.

5. Interviews with six parents of children participating in the program for the moderately retarded.

6. Visitations to the four special schools serving the programs for the moderately retarded and multi-handicapped. Observations were also conducted in more than 10 classrooms in these buildings.

7. Visitations to six elementary and five secondary schools housing classes for the mildly retarded. Observations were made in more than 20 classrooms and short interviews were conducted with about a dozen teachers.

8. Attendance at one teachers' meeting and one parents' study group meeting.

In summary, an attempt was made through first-hand experience and a cross section of opinion to broadly sample a wide variety of aspects associated with the programs for the moderately and mildly retarded. Within the limitations of time and the situations

sampled, it was felt that the impressions which were formulated are probably accurate estimates of the strengths, weaknesses, needs, problems and direction of the programs for the moderately and mildly retarded in the Montgomery County schools.

Observations

The consultant team organized its findings, observations and impressions of the programs separately for the moderately and mildly retarded. This seemed advisable since the administrative and instructional organization of the two programs are dissimilar in some respects. Consequently, many of the strengths, weaknesses and problems reflected in the respective programs are also different. Essentially, emphasis was given in each section to those findings, observations and impressions which appeared to the Consultants as most crucial to the strengths and weaknesses of the respective programs. The findings were organized around the broad categories of administration and supervision; professional personnel; instruction; pupil service and physical facilities. Recommendations for both programs are included at the end of the section.

Program for Moderately Retarded Pupils

It was the impression of the Consultants that the present organizational plan of special schools for the program for the moderately retarded offers a host of advantages and only a few disadvantages. In this program, mmost of the disadvantages associated with separatism have been minimized. This is due largely to the fact that MCPS has provided some of the finest physical facilities to be found anywhere for moderately retarded, as well as excellent equipment, sufficient supplies and materials, and additional help to the program in the form of ancillary services and personnel. In short, unlike som many similar programs in other major systems, this is not a "forgotten" program, but rather one which reflects a system's sincere concern. The Montgomery County School system is to be commended for its efforts.

One of the factors contributing to the quality of the program is that the administrators assigned to these buildings have special education training and experience and bring a high degree of interest and acceptance to the program for the moderately retarded. It is the Consultants' opinion that this kind of administration promulgates positive program directions; high staff morale; satisfactory parent and community relationship; and a realistic approach to program problem solving. Thus, many problems which traditionally plague programs for the moderately retarded are averted before they begin.

The project Consultants, however, had some concerns related to administration of this program which should be noted. For example, a feeling tone of rivalry between the principals seemed to be present. Several principals expressed concern over the fact that "everyone is trying to outdo everyone else" and that their ideas were frequently used in other schools before they could be implemented in their own.

A second concern relates to the role of the principal as an instructional leader of the school, and the relationship of this role to that of the instructional Supervisor. It was the observation of the Consultants that the Supervisor was perceived and used differently by each principal. In one of the schools, the Supervisor seemed to function cooperatively with the principal as the instructional leader; in another the Supervisor was viewed as an outsider and was rarely called upon to contribute to the program; in the third school, the Supervisor was perceived as an authority figure,

rather than as one having cooperative responsibility for the program. It is the impression of the Consultants that these diverse perceptions seem to contribute to an ineffective use of the time, talents and efforts of the instructional Supervisor.

Another concern, closely related to those previously mentioned, was the tendency on the part of each school to view itself as a separate entity, rather than as a part of a coordinated system of services. The consequent result was a variation in programs; programs were interpreted differently to parents; and the type and degree of parent participation varied with each school. These impressions were largely formulated as a result of personal observations by the Consultants and through conferences with parents of children enrolled in the program.

Despite the concerns noted by the Consultants, their overall impression of the program for the moderately retarded was highly favorable. It was recognized that capable administration and supervision as well as upper eschelon administrative support contributed heavily to the high status of the program.

The consulting team was impressed with the fine attitudes of the teaching personnel assigned to this program. Most of the teachers demonstrated a wholesome interest in their pupils and a desire to provide good instruction. It was observed that the morale of the teachers in each of the schools appeared to be high and that they possessed a feeling of pride and security in their work. Teachers seemed to be eager to talk about the things they were doing with children in their classrooms. Despite these favorable impressions the Consultants observed a wide range of skills among the teachers. The Consultants feel strongly that the competencies of some of these enthusiastic teachers could be strengthened through a more effective program of supervision and the initiation of a comprehensive program of professional development.

The data in Table 8 show that the pupils in the program for the moderately retarded range in age from six to 21 years with a median age of 12.4 years. As a group, the median time in the program is four years with a range of from one to over five years (Table 9).

Table 10 provides information on intelligence scores by age groups. The range of IQs is from 29 or less to 80 with a median of 47 for the total group. It is interesting to note that 26 pupils have scores of 60 or over with an additional 30 with IQs of 55-59. It is possible that a reevaluation of these upper borderline children might disclose that some would be eligible for placement in classes for the mildly retarded.

The instructional program for the moderately retarded in each of the three buildings tended to lack direction in terms of long-range goals. While most of the classroom instruction observed seemed to be interesting to children, the content was not always the most appropriate. Frequently, this instruction appeared to center around activities which were not necessarily related to clearly defined purposes. Much of the content seemed to have little relevancy in preparing pupils to meet problems which they will encounter after leaving the school setting. For example, an absence was noted of any comprehensive plan to integrate children into community services and programs after the termination of the school experience. Further, no formalized follow-up of "graduates" of this program existed, thus an important source for data to guide program direction was missing. It should be noted that an excellent curriculum guide for this program does exist but there was only scattered evidence of its use. The beginnings of a gross motor development program and a functional oral language development was observed; more of this kind of instruction should be encouraged, especially at the elementary levels of the program.

TABLE 8

DISTRIBUTION BY AGE AND SEX OF
MODERATELY RETARDED PUPILS
(October, 1969)

AGE	SEX		TOTAL
	Male	Female	
6.0-6.5	2	2	4
6.6-6.11	1	2	3
7.0-7.5	5	1	6
7.6-7.11	2	4	6
8.0-8.5	5	6	11
8.6-8.11	6	6	12
9.0-9.5	9	8	17
9.6-9.11	5	0	5
10.0-10.5	15	13	28
10.6-10.11	2	4	6
11.0-11.5	9	2	11
11.6-11.11	5	2	7
12.0-12.5	8	12	20
12.6-12.11	2	3	5
13.0-13.5	3	7	10
13.6-13.11	6	0	6
14.0-14.5	13	3	16
14.6-14.11	3	4	7
15.0-15.5	8	5	13
15.6-15.11	7	5	12
16.0-16.5	5	3	8
16.6-16.11	5	3	8
17.0-17.5	7	4	11
17.6-17.11	4	2	6
18.0-18.5	3	5	8
18.6-18.11	0	6	6
19.0-19.5	2	3	5
19.6-19.11	1	0	1
20.0-20.5	3	5	8
20.6-20.11	3	0	3
Total	149	120	269
Median Age	12.8	12.2	12.4

TABLE 9

NUMBER OF YEARS IN THE PROGRAM, BY AGE GROUPS,
OF MODERATELY RETARDED PUPILS
(October, 1969)

Number of Years In Program*	Age Groups				Total
	6.0-9.11	10.0-12.11	13.0-16.11	17.0-20.11	
1	17	11	6	2	36
2	18	7	9	4	38
3	18	6	7	2	33
4	11	13	3	2	29
5	0	36	6	0	42
More than 5	0	4	49	38	91
Total	64	77	80	48	269
Median	2 yrs.	5 yrs.	5+yrs.	5+yrs.	4 yrs.

*For the purpose of this Table the present school year was recorded as a full year.

TABLE 10

DISTRIBUTION OF IQ SCORES*, BY AGE GROUPS
FOR MODERATELY RETARDED PUPILS
(October, 1969)

Score Interval	Age Groups				Total
	6.0-9.11	10.0-12.11	13.0-16.11	17.0-20.11	
29 or less	2	1	2	1	6
30-34	6	2	3	5	16
35-39	7	8	1	5	21
40-44	7	13	12	11	43
45-49	6	13	14	6	39
50-54	11	13	17	7	48
55-59	5	9	12	4	30
60-64	3	4	4	3	14
65-69	1	3	1	1	6
70-74	0	2	2	0	4
75-80	2	0	0	0	2
Total Scores	50	68	68	43	229
Not recorded	14	9	12	5	40
Total Students	64	77	80	48	269
Median IQ	47	46	51	48	47

*It must be noted that these scores are those found in the records at this time. They represent scores from different test instruments such as the W.I.S.C., WPPSI, PPVT, Cattell and Merrill-Palmer.

While all of the schools in this program were provided with speech therapy, psychological services, physical therapy and physical education, it was felt that, in all instances, these services needed to be increased to effectively reach all pupils needing specialized help. It should be recognized that the moderately retarded often possess multiple handicaps and thus need more, rather than an equal share of, specialized help and personnel. It was observed that no occupational therapist was employed in this program to help the more severely handicapped children acquire some of the skills of daily activity such as: buttoning, lacing, typing, etc. It is suggested that possibly these skills could be developed more effectively and economically in consultation with an occupational therapist utilizing teacher aides for practice periods. The Consultants were deeply concerned that no formal, periodic reevaluation schedule seemed to exist for children assigned to the program. In one of the schools an attempt to undertake this responsibility by having pupils utilize staff assigned to the building.

As previously mentioned, the physical facilities in the three schools are excellent. Each of the schools is an attractive, clean, well-equipped plant with sufficient outside play area for the children. In addition the new Concord school is equipped with a closed circuit television and taping capability which is extraordinary. It is the impression of the Consultants that this equipment is not being used as extensively and effectively as it might be. Efforts should be made to initiate cooperative projects with other schools so that this equipment could be more widely used by teachers and pupils.

Program for the Mildly Retarded

Classes for mildly mentally retarded pupils are located in various elementary, middle, and junior and senior high schools of the school system. Philosophically, the Consultant team agrees with this organizational approach because in theory it provides an opportunity for pupils in special classes to be integrated into a variety of school activities with pupils enrolled in the regular class program. However, the Consultants observed that in practice the degree to which pupils in the classes for the retarded were integrated varied widely from school to school.

In fact, wide variation seemed to permeate almost every facet of the program for the mildly retarded - from pupil integration, to the quality of instruction, to teacher morale. It was felt that some of the wide range in program variability was related to the important role assigned to the building principal as instructional leader and program manager. There seemed to be little doubt that in the MCPS organizational structure the over-all quality of a building's program is heavily influenced by the principal's feelings, knowledge, concern, and support of the program. It was observed that some principals appeared not to have the same enthusiasm or knowledge about the program for the mildly retarded in their buildings as they did for other programs within their scope of responsibility. It is the feeling of the Consultants that if a high quality program for the mildly retarded is to be maintained, care must be exercised to assure placement of classes under building leadership which is knowledgeable, accepting, and supportive of the program. Under present practice placement of classes is primarily determined by availability of space within the building. The effects of this practice should be studied carefully by the school system. Further, the Consultants observed and were concerned about the differences in the amount of supervision provided by supervisors in various buildings. It appeared that in certain buildings advice, suggestions and criticism was given most cautiously or not at all even though

the situation seemed to warrant comment. It became clear that one of the variables in these situations was the principal's feelings about his role as the leadership person for classes assigned to his building.

In short, the Consultants are concerned about the lack of definitive guidelines which delineate authority and responsibility. There appeared to be a serious lack of established parameters to guide various supervisory and administrative relationships pertaining to the program for the mildly retarded. This seems to contribute to less effective utilization of effort and skill on the part of supervisory and administrative personnel.

Table 11 reveals the age and sex distribution of mildly retarded pupils at the elementary level. It will be noted that the range in age is from six to 14 years with a median of 10.2 for the group. The ratio of boys to girls (204:123) compares with findings in most school systems. Estimated achievement levels in reading and arithmetic range from prereadiness through fourth grade with median levels at or below first grade (Table 12). In Table 13 the distribution of IQ scores, by age groups, is displayed. While the range is from 50 to 104 the median is 72. Forty-seven pupils have IQs of 80 or above and 109 (41%) possess IQs of 75 and above. These data, so far as intelligence is concerned, would appear to support the notion that an appreciable number of mildly retarded pupils might be better programmed in a continuum of services outside of the special class.

The Consultant team did not find the same high morale and enthusiasm among the teachers of the mildly retarded as they did among teachers in the moderately retarded program. Conversation with teachers revealed that a high percentage felt that their principals really did not understand their pupils or program. In addition, several expressed concern about the practice of transferring special education classes when building space became overcrowded. Possibly the most frequent inference, which the Consultants gleaned from talking to teachers in this program, was the feeling of "aloneness" experienced by many in their attempt to meet the needs of mildly retarded children assigned to their classes.

For the most part, the teachers expressed a feeling of friendliness toward Teacher-Specialists and Supervisors, but when questioned, most teachers did not feel that these personnel helped them much in solving problems associated with program operation within the building and that they provided only minimal help in solving instructional problems. In short, the Consultants were concerned about the lack of esprit de corps exhibited by the teachers of the mildly retarded. It appears that appropriate steps should be taken which would help teachers develop more positive attitudes about their role in this program.

While some very fine classroom instruction was observed, this was the exception rather than the rule. For the most part it was difficult to identify any consistent curricular approach being utilized from classroom to classroom. There was very little evidence that the "trial curriculum guide" developed by the system was being used. Generally, the instructional programs observed were unimaginative, traditional; frequently stressing content which seemed to be inappropriate for pupils with restricted learning ability. In short, the instructional program did not seem to be guided by clearly defined educational goals.

The Consultants were impressed by the heavy investment of time given by pupil personnel workers to mildly retarded pupils prior to and including the special education placement

TABLE 11

DISTRIBUTION BY AGE AND SEX OF MILDLY RETARDED
PUPILS AT THE ELEMENTARY LEVEL
(October, 1969)

Age	Male	Female	Total
6.0-6.5	2	1	3
6.6-6.11	2	2	4
7.0-7.5	13	4	17
7.6-7.11	5	4	9
8.0-8.5	21	10	31
8.6-8.11	8	5	13
9.0-9.5	25	17	42
9.6-9.11	7	9	16
10.0-10.5	29	16	45
10.6-10.11	12	7	19
11.0-11.5	28	16	44
11.6-11.11	8	9	17
12.0-12.5	34	16	50
12.6-12.11	5	5	10
13.0-13.5	4	2	6
13.6-13.11	0	0	0
14.0-14.5	1	0	1
Total	204	123	327
Median Age	10.2	10.2	10.2

TABLE 12

ESTIMATED ACHIEVEMENT LEVELS, BY AGE GROUPS, IN READING AND ARITHMETIC FOR MILDLY RETARDED PUPILS AT THE ELEMENTARY LEVEL (October, 1969)

Achievement Level	Reading			Arithmetic		
	Age Group			Age Group		
	6.0-9.11	10.0 & above	Total	6.0-9.11	10.0 & above	Total
Pre-Readiness	11	–	11	–	–	–
Readiness	46	13	59	–	–	–
Pre-Primer	30	38	68	57*	11*	68*
Pri. or 1st Gr.	19	60	79	45	73	118
2nd Gr.	3	30	33	8	60	68
3rd Gr.	1	20	21	–	17	17
4th Gr.	–	3	3	–	3	3
Not Recorded	25	28	53	25	28	53
Totals	135	192	327	135	192	327
Median Ach. Level	Readiness	1st Gr.	Pre-Primer	Below 1st Gr. Level	1st Gr.	1st Gr.

*Teacher judgment indicated these students were at the "pre-first grade" level in achievement.

TABLE 13

DISTRIBUTION OF IQ SCORES, BY AGE GROUPS, FOR MILDLY RETARDED PUPILS AT THE ELEMENTARY LEVEL (October, 1969)

Score Interval	Age Group		Total
	6.0-9.11	10.0 & above	
50-54	5	6	11
55-59	4	7	11
60-64	16	15	31
65-69	21	25	46
70-74	23	39	62
75-79	21	36	57
80-84	9	18	27
85-89	5	7	12
90-94	3	2	5
95-99	1	1	2
100-104	–	1	1
Total Scores	108	157	265
Not Recorded	27	35	62
Total Students	135	192	327
Median IQ	72	72	72

It must be noted that these scores are those found in the records at this time. They represent scores from different test instruments such as the W.I.S.C., WPPSI, S-B, PPVT and some group tests such as the Lorge-Thorndike and the CTMM.

TABLE 14

DISTRIBUTION OF IQ SCORES FOR MILDLY HANDICAPPED PUPILS
AT THE JUNIOR AND SENIOR HIGH SCHOOL LEVELS
(October, 1969)

Score Interval	Junior High School (1)	Senior High School (2)
40-49	2	
50-54	1	
55-59	9	6
60-64	19	11
65-69	42	12
70-74	59	29
75-79	59	26
80-84	44	25
85-89	38	12
90-94	26	9
95-99	12	6
100-104	11	8
105-109	3	2
110-114	1	2
115-119	4	2
120-124	0	
125-129	1	
Total Scores	331	150
Not Recorded	48	26
Total Students	379	176
Median IQ	77	76

These scores are those reported by the teachers as being in the school records at the time of the survey. They represent scores from different test instruments such as the WISC, WPPSI, S-B, PPVT and some group tests such as the Lorge-Thorndike and the CTMM.

(1) Approximately 22 additional students who were enrolled in the program on October 31, 1969, are not represented in this Table.

(2) Approximately 25 additional students who were in the program on October 31, 1969 are not represented in this Table.

TABLE 15

ESTIMATED ACHIEVEMENT LEVELS IN READING AND ARTHMETIC
FOR MILDLY HANDICAPPED PUPILS AT THE
JUNIOR HIGH SCHOOL LEVEL
(October, 1969)

Achievement Level	Reading				Arithmetic			
	Age Group				Age Group			
	11.0-12.11	13.0-14.11	15.0-16.5	Total	11.0-12.11	13.0-14.11	15.0-16.5	Total
Pre-Readiness	–	2	–	2				
Readiness	–	1	–	1				
Pre-Primer	–	1	–	1	–	1	–	1
Pri. or 1st Gr.	12	22	5	39	8	16	1	25
2nd Gr.	11	52	12	75	7	49	10	66
3rd Gr.	10	56	21	87	15	53	26	99
4th Gr.	6	45	22	73	12	59	26	97
5th Gr.	6	25	26	57	5	26	19	50
6th Gr.	2	13	12	27	–	11	20	31
7th Gr.	–	5	9	14	–	1	6	7
8th Gr.	–	–	3	3	–	1	1	2
9th Gr.	–	–	–	–	–	–	1	1
Totals	47	222	110	379	47	222	110	379
Median Ach. Level	3rd Gd.	3rd Gd.	4th Gd.	3rd Gd.	3rd Gd.	3rd Gd.	3rd Gd.	3rd Gd.

Note: Approximately 22 students who were in the program on October 31, 1969 are not represented in this Table.

TABLE 16

ESTIMATED ACHIEVEMENT LEVELS IN READING AND ARITHMETIC
FOR MILDLY HANDICAPPED PUPILS AT THE
SENIOR HIGH SCHOOL LEVEL
(October, 1969)

Achievement Level	Reading				Arithmetic			
	Age Group				Age Group			
	14.0-15.0	15.5-17.0	17.5-20.0	Total	14.0-15.0	15.5-17.0	17.5-20.0	Total
Primer or 1st Gr.	5	3	2	10	–	2	–	2
2nd Gr.	4	7	5	16	3	3	1	7
3rd Gr.	2	21	9	32	3	22	13	38
4th Gr.	3	22	12	37	5	29	10	44
5th Gr.	–	24	8	32	2	25	17	44
6th Gr.	1	13	9	23	–	11	6	17
7th Gr.	1	7	6	14	3	7	4	14
8th Gr.	1	3	2	6	–	1	2	3
Not Recorded	1	4	1	6	2	4	1	7
Total	18	104	54	176	18	104	54	176
Median Ach. Level	2nd Gd.	4th Gd.	4th Gd.	4th Gd.	4th Gd.	4th Gd.	5th Gd.	4th Gd.

Approximately 25 students who were in the program as of October 31, 1969, are not represented in this Table.

conference. However, after the pupil was placed in the special education program the same concern for reevaluating his progress or his special needs was not evidenced by any appreciable investment of effort. At present, there is no standardized system-wide reevaluation program in operation for pupils in the mildly retarded classes. This lack, in the opinion of the consultant team, is a situation which should not be permitted to continue. The concept of periodic reevaluation is consistent with quality programming for the handicapped. The need for this service receives added importance when one takes cognizance of the relatively large number of pupils placed in these special classes who have borderline or above intellectual potential as measured by standardized tests and teacher judgments. It will be noted that 47 pupils were recorded as having IQ scores above 80 (Table 13). This suggests that perhaps some alternate type of program such as supplementary services and resource type rooms be designed for some of the pupils with high test scores who are presently being placed in special classes for the retarded.

The Consultants were also concerned that no information was readily available on pupils who had participated in and graduated from the program. Data of this nature should be a valuable resource in providing direction and guidance in the development of meaningful and relevant educational experiences. It is suggested that steps be taken to initiate a system of collecting such follow-up data.

In general, the Consultants were favorably impressed with the housing arrangements provided for classes of the mildly retarded. In most cases, the classrooms were comfortable and well equipped. It should be noted, however, that in at least one of the junior high schools the classroom was used by several other classes within the school building. This arrangement reduced the effectiveness of the instructional program by limiting the kinds of displays, visual and learning aids, and projects which may be used by the teacher.

In another situation, a class of about fifteen pupils was housed in a small room that was originally designed as a lounge.

The practice of moving classes for the mildly handicapped to another building when a school becomes overcrowded is of great concern. The results of this practice may be deleterious to the morale of the teachers, pupils, and parents. It gives the special class a cloak of "second class citizenship."

Another concern is that, in most cases, only two special classes were provided in a building, to serve children with a six or seven year chronological age span. It was observed that, as a result of this arrangement, good instructional grouping was difficult and the development of common core experiences to meet children's varying needs was impossible. Program coordination, articulation between levels, supervision, and integration into regular program activities are each adversely affected by this arrangement. In short, "two class clustering" is often inefficient, costly, and instructionally ineffective.

Recommendations

The recommendations following are divided into two categories. First are the recommendations which apply to programs for the mildly retarded and the moderately retarded combined. The second category contains recommendations which apply to each specific program.

Recommendations Applicable to Both Programs

1. We recommend that a variety of in-service programs be established for teachers of the retarded which will serve to reduce variations in instruction; up-grade teaching skills; and develop a common philosophy. In general, these professional development programs should not be "one time operations," rather they should be planned on a long range and recurring basis.

2. We recommend that curriculum study groups be initiated to develop clear and concise instructional outlines to guide teaching content in the programs for the moderately and mildly retarded. These study groups should be charged with the primary responsibility of defining both long-range and more specific periodic goals to guide the instructional program at every level.

3. We recommend that a systematic plan be developed for periodic reevaluation of pupils enrolled in special classes for the mentally retarded. This plan should include both informal and formal periodic evaluation. In all cases, these evaluations should provide information which has educational relevancy for the pupil. At the upper age levels the evaluation should include an assessment of occupational potential. Possibly the office of Vocational Rehabilitation could be enlisted in providing this service. (See: PUPILS.)

4. We recommend that ways and means be explored to both restrict and expedite placement of pupils in special classes for the retarded. First and foremost, every avenue of modifying the regular grade program of instruction should be used to retain pupils in that program. This may include pupil counseling, parent guidance, a variety of instructional help to the regular class teacher, itinerant teaching help to the pupil and placement in a resource room for some part of the school day. (See: INSTRUCTION.)

5. We recommend that a plan be developed for the systematic collection of follow-up data on pupils who have participated in the programs for the retarded. These data, to some extent, should give a good indication of the programs present strengths and weaknesses. Further, and more important, the collected data should give direction to needed change and innovation. (See: RESEARCH.)

6. We recommend that a continuing adult education program for parents of retarded children be established which has as a major goal the promoting of better understanding of what retardation means to the child, to his school program and to his community adjustment. It is suggested that this program be geared to differing levels of parent sophistication with problems and topics relevant to different developmental levels of children with retardation.

7. We recommend that additional instructional supervisory help be added to the programs for the retarded. For FY 1968-69 there were two supervisors (with additional assignments) and three Teacher-Specialists assigned to this program which includes 117 teachers and 1,692 pupils located in 21 schools. In addition, all were involved and heavily committed to other assignments such as system-wide committee work, pupil assessment, parent conferences and administrative detail associated with program operation which takes them away from the primary responsibility of improving instruction.

Recommendations Applicable to the Mildly Retarded Program

1. We recommend that workshops, group meetings and institutes for building principals, area directors and special education personnel be initiated to develop a better understanding of program philosophy, purposes, problems, and direction. (See: COMMUNICATION.)

2. We recommend that a plan be developed for the permanent housing of classes for the mildly retarded in certain schools. Thought should be given to providing sufficient space in some schools for clusters of three or four classes so that good instructional grouping and program may result. In addition, classes should be located in schools which provide opportunities for special class pupils to participate in school activities and instructional areas of the regular program. (See: HOUSING AND PHYSICAL FACILITIES.)

Recommendations Applicable to the Moderately Retarded Program

1. We recommend that a systematic program be developed to place moderately retarded pupils in community sheltered workshops and other community programs upon leaving the school program.

2. We recommend that plans be developed to use the extraordinary video taping facilities at the Concord School to aid in the in-service education program of teachers, psychologists and other school personnel. Tapes could be made on a wide variety of instructional activities which could be used for demonstration puposes. Parent counseling and pupil observational techniques could be improved through use of this equipment. A host of micro-teaching projects could be initiated. It is the feeling of the Consultants that the use of this rich resource should not be restricted to a single school or program.

Program for Orthopedically Handicapped

Historical Background

It is purported that this program was one of the first offered in the County. However, it was organized in its present form in 1960. At this point special classes were located in a regular elementary school but later the program was moved to the Forest Knolls Elementary School where a suite of specially designed classrooms had been constructed. In addition to the classrooms a large room was provided for physical therapy and occupational therapy activities. Space on the playground was set aside for the special education pupils.

In 1966 a program for selected orthopedically handicapped children was started at the E. Brooke Lee Junior High School. The more academically able children at the Forest Knolls program were transferred to the junior high school special class when they reached the age of thirteen or fourteen years. Other physically handicapped boys and girls were transferred to the Rock Terrace School.

Collection of Data

The Consultants interviewed the supervisor of this program, principals of the two schools in which orthopedically handicapped children were enrolled, nine special

education teachers and therapists, two teacher-aides, and the Director of the UCPA Center. Site visits to the schools and the UCPA Center were made where classroom activities were observed. A number of reports were reviewed and teacher questionnaire findings were tabulated.

Observations

As of June, 1969, there was a total of 46 boys and girls enrolled in this special education program. Of this number 34 were at the elementary level and 12 in the junior high school class. In addition there were approximately 15 orthopedically handicapped boys and girls attending the Rock Terrace School. It is likely that some children in this category are enrolled in regular grade programs in MCPS; however, it was not possible to determine the number of such pupils.

It was interesting to note that the number of pupils enrolled in this program has decreased markedly over the past seven years. There were 71 children enrolled in special classes for the orthopedically handicapped in FY 1961-62 as contrasted with 46 in FY 1968-69. There is no evidence to suggest that there would be a proportionate decrease in the number of these handicapped children in the school population and one can only speculate on the reasons for this change in the enrollment figures. It is likely that there are more in private placements and perhaps some, that would previously have been placed in the special classes, are now being retained in the regular grades. The Consultants believe that a survey of physically handicapped school aged children residing in Montgomery County should be undertaken for the purpose of determining the number of such children and whether their educational needs are being appropriately met.

Criteria for placement of these children in the special education program are: the need for (a) physical and/or occupational therapy, (b) transportation, and (c) special physical facilities. Referral of pupils for placement in the program may originate from principals, pupil personnel workers, school medical advisors, private or clinic physicians, and public or private agencies. Recommendations for placement are made by pupil personnel workers with the consent of the parents. Placements are made through the Placement Office of the Department of Special Education.

There were six teachers, two physical therapists, one occupational therapist and five teacher aides assigned to the program. The teachers are experienced personnel having taught, on the average, for over ten years. They hold either standard professional or advanced professional teaching certificates and the therapists are certificated by the appropriate professional organization.

The instructional program is designed to provide learning experiences compatible with the needs of the children. Since all of the pupils are severely physically handicapped, accommodations are made in the program through small group and individualized instruction. The curriculum, in general, parallels that in the regular grades with specialized instructional materials employed where required. At the E. Brooke Lee School most of the children attended some classes with their non-handicapped peers in the regular grades. It appeared that this procedure was effective and that the handicapped pupils were well-accepted in the regular grades by the teachers and the other children. Handicapped pupils enrolled in the Forest Knolls School were not integrated in the regular grades and spent most of their school day in the special education classes under the tutelage of the special education staff. When the question of why these

children were segregated was raised the response was that they were too handicapped to participate in regular grade classes and activities. Based on their experience the Consultants believe that partial integration for many of these boys and girls is quite feasible under proper circumstances. The extent to which integration can be accomplished depends, in part, on the number of special education pupils enrolled in the building. The concentration of handicapped children in the Forest Knolls School may be one of the inhibiting factors contributing to the separateness of the program in this building.

Physical therapy was provided pupils in both schools. Orders were followed as prescribed by the children's physicians. Occupational therapy was given by an occupational therapist at the Forest Knolls School and appropriate space and equipment were available in both schools for these activities. It appears that there is a need for a greater degree of coordination for the therapy programs in these schools and in other buildings where physical and occupational therapy is being provided. Consideration should be given to assigning a well-qualified person to direct and coordinate the personnel engaged in these activities.

An aide was assigned to each special teacher in the two schools. These persons performed very ably by assisting in a variety of tasks which relieved the teachers of many routine responsibilities so that they could more effectively attend to their major function of providing good instruction.

Transportation is one of the essential services for these children since, in most instances, they are incapable of traveling from home to school without assistance. Many of the pupils in the two schools were transported by special coaches equipped with hydraulic lifts and with space for wheelchairs. Safety precautions such as safety belts and harnesses were used to protect the children. One of the major problems in this program was the excessive distance some of the pupils were required to travel. In some instances travel time of one hour or more, each way, was necessary. This can be very fatiguing for some of these boys and girls, particularly younger children, and may reduce their ability to profit maximally from the instructional program.

Information in Tables 17, 18, and 19 shows that the average length of time in the program for elementary pupils is two years, that the median age is 9.4 years with a range from six to 13, and that the median estimated achievement levels are third grade in reading and second grade in arithmetic.

The Consultants found many good features in this program. The physical facilities were superior and more than adequate for the number of children. The teachers and therapists appeared to be concerned for the welfare of the boys and girls and were attempting to provide an instructional and therapy program calculated to assist the pupils in progressing in their school work. However, it appeared to the Consultants that the special education staff in the schools felt a great need for more direction and assistance from the Supervisor and the school administrators. Frequently special education personnel feel isolated and "alone" when they are viewed as being apart from the mainstream of the school program. This feeling can often be modified when special education pupils are included in the activities of the school and the teachers are given the opportunity to share responsibilities and experiences with other members of the school staff. The school principal as the educational leader in the building, is in a position to develop the tone of the special education program in the building.

TABLE 17

NUMBER OF YEARS IN THE PROGRAM, BY AGE GROUPS,
FOR ORTHOPEDICALLY HANDICAPPED PUPILS
AT THE ELEMENTARY LEVEL
(October, 1969)

Number of Years*	Age Groups		Total
	6.6-9.11	10.0-13.5	
1	6	1	7
2	6	3	9
3	2	1	3
4	2	3	5
5	-	2	2
5+	-	2	2
Not Recorded			6
Totals	16	12	34
Median No. of Years	2 yrs.	4 yrs.	2 yrs.

*For this Table, the present school year is recorded as a full year.

TABLE 18

DISTRIBUTION BY AGE AND SEX OF ORTHOPEDICALLY HANDICAPPED PUPILS AT THE ELEMENTARY LEVEL
(October, 1969)

Age	Sex		Total
	Male	Female	
6.6-6.11	1	-	1
7.0-7.5	2	1	3
7.6-7.11	-	1	1
7.6-7.11	3	1	4
8.0-8.5	3	1	4
8.6-8.11	-	3	3
9.0-9.5	2	1	3
9.6-9.11	-	1	1
10.0-10.5	-	1	1
10.6-10.11	2	1	3
11.0-11.5	1	1	2
11.6-11.11	3	-	3
12.0-12.5	-	1	1
12.6-12.11	-	-	-
13.0-13.5	1	1	2
Not Recorded			6
Total	15	13	28
Median Age	10,0	9.3	9.4

TABLE 19

ESTIMATED ACHIEVEMENT LEVELS IN READING AND ARITHMETIC
FOR ORTHOPEDICALLY HANDICAPPED PUPILS
AT THE ELEMENTARY LEVEL
(October, 1969)

Achievement Level	Reading			Arithmetic		
	Age Group			Age Group		
	6.0-9.11	10.0-13.0	Total	6.0-9.11	10.0-13.0	Total
Pre-Readiness	1	–	1	–	–	–
Readiness	2	–	2	–	–	–
Pre-Primer	–	–	–	–	–	–
Primer or 1st Gr.	4	–	4	8	1	9
2nd Gr.	3	1	4	5	3	8
3rd Gr.	4	6	10	1	3	4
4th Gr.	–	–	–	–	–	–
5th Gr.	–	2	2	–	1	–
6th Gr.	–	–	–	–	1	1
Not Recorded	2	3	5	2	3	5
Total	16	12	28	16	12	28
Median Ach. Level	1st Gd.	3rd Gd.	3rd Gd.	1st Gd.	3rd Gd.	2nd Gd.

Recommendations

1. We recommend that a survey be conducted for the purpose of identifying the number of orthopedically handicapped pupils of school age residing in Montgomery County and of determining the appropriateness of the school placement for these pupils. The Consultants were concerned with the reported decrease in the number of pupils enrolled in this program from 71, in 1962, to 46 in 1969. The reasons for this marked decrease were not readily discernable and should be identified. Particular attention should be given to the appropriateness of the school placement of these pupils.

2. We recommend that the classes for orthopedically handicapped children, presently located in the Forest Knolls School, be dispersed to four or five strategically located elementary schools. In view of the transportation problems inherent in a school system covering a geographic area the size of Montgomery County, travel time for children transported to one school can be excessive. Furthermore, integration of the children in the regular school program can be difficult when large numbers of handicapped children are enrolled in one building. The classes would be organized in the nature of cooperative resource rooms with children having instruction in the special classes, as required, and participating in the regular grade program to the extent possible. The physical and occupational therapists would serve these children on an itinerant basis.

Program of Home Instruction

Historical Background

The program of instruction for homebound and hospitalized children was established in its present form in 1961. Records indicate that the service pre-dates 1930, but apparently it was a State operated program with only loose local ties. Since the time of its inception in MCPS the number of children given instruction increased nearly threefold - from 229 (FY 1961-62) to nearly 600 (FY 1968-69). The reasons for this marked growth is unclear but may be accounted for, in general, by improved communication between the school system and related health agencies, the County Health Department, and medical practioners.

Over this span of time the number of Coordinators, responsible for managing the program, increased from two to four.

Collection of Data

The Consultants interviewed each of the four coordinators, six selected teachers of the homebound, several principals and counselors, and representatives of the Health Department. In addition, reports, brochures, and documents were reviewed. Although it was not possible to visit any of the homes nor talk with parents directly, indirect information from other sources, concerning the program, was obtained. Altogether, the data revealed that the program was serving, in a very acceptable fashion, a number of children who would otherwise have been deprived of education for appreciable periods of time.

Observations

Pupils are eligible for this program if they are under the continuing care of a physician, are unable to attend school, are able to profit from the instruction, and are likely to be out of school for one month or more. Referrals for placement are submitted directly to the Office of Home Instruction and requests may be made by school principals, counselors, pupil personnel workers, medical personnel, parents or students themselves. Upon receiving a request for home instruction a special education Coordinator vists the home where the parents and the pupil are interviewed. Following this the case is reviewed with the school authorities and physician. If the request is determined to be appropriate by the Coordinator the application must be signed by the parents and physician. When the pupil is enrolled in the program his name is transferred from the school's roll to the home instruction rolls.

The pupil is retained in the program only so long as this service is required since return to full-time instruction is one of the goals. The period of time pupils are retained in the program depends on the nature and severity of the handicapping condition. While a small per cent may remain on home instruction for a year or more, most pupils are returned to school after several months. For the school year 1967-68 the average time on home instruction at the elementary level was two months and at the secondary level, two and one-half months.

The medical reasons for which children were referred for home instruction ranged across a wide spectrum: surgery, burns, broken bones, serious illness, pregnancy, emotional disturbance, etc. When divided into three major classifications, approximate percentages were: (1) children with physical problems, 60 per cent, (2) pregnancy, 23 per cent, and (3) children with emotional problems, 17 per cent.

Pupils were provided with instruction in all of the major subjects and were generally visited two times per week for a total of three to four hours. In most instances the teaching accommodations in the home were good and the parents cooperative. The primary goal of the program, to assist the pupil in keeping up in his academic studies while out of school, was generally realized and most students were able to return to the regular grades without having failed in their school subjects.

In certain instances, when favorable conditions exist, a home-to-school telephone service was employed which permitted the homebound pupil to enjoy a closer relationship with his school. In these circumstances the pupil participates in some of the classes by special arrangements which allow him to hear the instruction from the classroom in his home and to respond through a loudspeaker and microphone connection. In these instances, home instruction teachers participate by providing additional assistance and serving as a liaison with the school.

The program was directed by four coordinators. Between 150-175 part-time teachers were employed to provide instruction. They received $6.50 per hour and ten cents per mile for transportation. Most teachers were assigned to two or three students on the basis of the subjects to be taught and the teacher's areas of specialty.

The Consultants viewed the home instruction program as being exemplary in many respects. The Coordinators were deeply concerned with the educational welfare of the pupils in the program and worked consistently to improve the services for these boys and girls. Referrals were handled promptly and placement was generally accomplished in a short time.

The task of managing a program of this dimension is immense. Checking referrals, making home calls, recruiting and assigning teachers, assisting teachers in obtaining books, and keeping records of children demand the full attention of the Coordinators. As a consequence they had little time for supervision of the instructional program and consultation with the teachers. A majority of the teachers, on a questionnaire, expressed their interest in more meetings as a group, particularly if they were reimbursed for the time.

In large part, the teachers employed for home teaching appeared to be well qualified for their teaching responsibilities. Many of the teachers are mature women with prior teaching experience who are now housewives and because of their family responsibilities, do not wish full-time employment. While there are certain advantages in having a large corps of part-time instructors the use of so many individuals in the program engenders some problems that are not easily resolved. For example, a high rate of turn-over is expected, which demands considerable attention to recruitment of qualified teachers and orientation of the new personnel to the program. A staff of full-time teachers together with a group of supplementary part-time instructors would reduce this problem and enhance the instructional program.

Since most of the teachers of homebound children have had no courses in special education nor teaching experience with emotionally disturbed children these pupils sometimes present serious educational problems. As a consequence some of the teachers expressed concern about their capabilities of providing appropriate instruction for some of the seriously disturbed boys and girls. Some of these pupils, listed on the home instruction rolls, were provided instruction within psychiatric hospital settings. When the untrained teacher does not have consulting services available to her in these instances, an optimal educational program for the disturbed child is impossible to attain.

If instruction for the homebound pupil is to be maximally effective it is necessary that the home instruction teacher relate closely to the pupil's home school in such matters as subject assignments and textbooks. This assures that the school work of the homebound student parallels that of his school peers. In discussing this matter with teachers, they reported that in many instances they had difficulty in obtaining information about the pupils from the schools and that assignments and textbooks were not always available. A central repository of textbooks provided these teachers with instructional materials when not obtainable elsewhere. However, supplementary instructional materials such as workbooks and teacher's guides were generally in short supply or not available.

During the school year 1968-69 a special project was conducted by MCPS for the instruction of a selected group of pregnant girls. Special buses transported these girls to a center three days a week where the school program was held from 1:30 to 3:30 P.M. The curriculum consisted of academic instruction, sex education, home economics, and infant care. Representatives of the County Health Department and the Social Services Department participated with the schools in the undertaking. It appears to the Consultants that there are advantages in providing group instruction for these girls in comparison with individualized home instruction if transportation is not contraindicated.

It is not unusual for educators and community agencies to regard home instruction as a convenient program for pupils who are not adjusting well in the regular program. This is particularly true for children who may be classified as emotionally disturbed.

While it cannot be verified that this is the case in MCPS it is essential that proper safeguards be maintained to avoid this possibility. With the paucity of classes for disturbed children it is important that constant vigilance be maintained to assure that only children who cannot be retained in school because of illness be assigned to home instruction.

Recommendations

1. We recommend that the coordination of the program of Home Instruction be decentralized and become the responsibility of the Area Special Education and Services Offices. In view of the large number of pupils in this program the task of coordination at the central office level is very difficult. The problems of checking referrals, making home calls, assigning teachers, approving payrolls, assisting teachers in obtaining instructional materials and managing a host of other details might better be resolved at the Area level.

2. We recommend exploration of the feasibility of employing a staff of full-time teachers to assure a larger portion of the teaching program. One of the major problems, in the present system, is the recruitment of a sufficient number of well-qualified teachers. Furthermore, the present staff of part-time instructors generally feel that they are not a part of the school system. They view themselves as ''outsiders'' without status. It appears likely that the morale of full-time teachers assigned to the Area Offices would be markedly enhanced and that these individuals, with full-time responsibility in teaching homebound children, could be more effective teachers. It is probable that a group of part-time instructors would be needed to supplement the full-time staff when circumstances required additional teachers with competencies in specific subjects.

3. We recommend that better procedures be established for relating the instructional program of the homebound pupil with that of the school. It is clear that, in some instances, the teachers of homebound pupils had difficulty in obtaining class assignments and textbooks from the school in which the child had been enrolled. Since one of the major goals of this program is to provide instruction paralleling that of boys and girls in the regular school it is essential that a close relationship with the classroom teacher and school counselor be established and maintained throughout the time the child is at home.

4. We recommend that the feasibility of extending the home-to-school telephone service be studied. This service is employed in many school districts and has been found to be a highly effective procedure for enhancing the instruction of selected homebound pupils and in assisting the pupils in maintaining relationships with their peers and classroom teachers. So often the pupil, when restricted to his home over a period of time, loses contact with classmates and the activities of the school. The home-to-school telephone service can provide additional motivation for home study and help to maintain good morale during the period of convalescence. It is not suggested that this device be used in all instances but the extension of the service to a greater number of selected pupils may serve to strengthen the program.

5. We recommend that the outcomes of the experimental program of group instruction for pregnant girls be studied with the view of possibly extending this arrangement to include more girls from the program of home instruction.

Program for Speech and Hearing Handicapped

Historical Background

The development of speech and hearing services in MCPS seems to have been consistent though gradual, and the program has successfully grown in magnitude and scope to where the offerings can be described as reasonably complete. Offered for the first time in this school system in 1953 the staff had grown to 44 by 1965 when a full-time supervisor of the program was appointed. Until recently, however, the growth in staff lagged behind the number of schools in which the program was offered. At the present all elementary schools are served on the basis of two half-days per week, and all but three secondary schools are served, usually on the basis of one half-day per week. Ancillary activities include a summer speech therapy program and extended-hours centers in the late afternoon for a small number of students unable to receive adequate therapy during the school day.

While speech and hearing therapists have been included in the statistics of the Special Education Department, their supervision and the organization and administration of their program has emanated from the Department of Supervision and Curriculum Development. A gradual shift of identification of the Supervisor of the Speech and Hearing program from the Department of Supervision and Curriculum Development to the Department of Special Education Services, has recently been given official endorsement by the two department heads, but the position, as with many of the other supervisors, is still somewhat ambiguous as to placement on the organization chart.

Collection of Data

Information about the speech and hearing therapy program was gained from a number of written documents such as the various annual reports on special education and other publications regarding organization and evaluative procedures.[1, 2] Direct observations were made in visits to schools in which speech therapy was being conducted and interviews were held with the central office supervisory staff for the program. A number of the speech therapists, building principals, and parents of speech defective children were also interviewed. Information was gathered by a special consultant, engaged for his competence in technical aspects of the program, as well as one of the regular members of the consultant team. Of the five schools visited for direct observation, two were secondary, two elementary, and one was a special school for mildly retarded children. Three speech clinicians were observed providing therapy and a number of other therapists were interviewed. A special Title VI class for children with language disorders was observed, and a visit was made to a nearby elementary school for the purpose of seeing the "model" speech therapy room which had been constructed to support these services. A conference was also held with personnel of the Department of Health.

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[1]MCPS, Speech and Hearing Programs, Organization and Administrative Manual, Rockville, August, 1968.

[2]MCPS, Evaluative Criteria for the Special Education Program, Rockville, 1966.

The Consultants were interested in an evaluation of the speech therapy services which focused upon: (1) the morale of the members of the speech therapy staff, (2) the type and degree of support being received from the school system to meet the needs of speech handicapped children, (3) the amount and quality of technical supervision provided to speech clinicians by the supervisory staff, (4) the nature of the in-service training program for such individuals, (5) the facilities available for speech therapy, (6) the availability of equipment and apparatus to be used in a therapy process, (7) the degree to which the speech therapy services were being supported and accepted by building principals, classroom teachers and others, (8) the nature of supportive services, e.g., health services, psychological services and social services, (9) the organization of the speech therapy program in terms of the assignment of speech therapists to schools, case loads, case load composition, referral practices, (10) case selection practices, and (11) methods used in recruiting speech clinicians into the program.

Observations

The speech and hearing services of MCPS are generally outstanding. This program has enjoyed an excellent reputation throughout the United States for providing superior speech therapy services. It was the Consultants' opinion that this is a reputation which the program deserves. Judging by reports, plans and testimony from the staff members, the Supervisor has devoted a considerable amount of time and special effort to implementing a series of changes which should be very positive in nature. It is rather obvious also that the Supervisor has created opportunities for speech clinicians to receive a number of in-service training programs both within the system and nearby institutions which have strengthened their technical knowledge.

An orientation towards "professionalism" permeates the speech therapy services. For example, of 51 speech clinicians on the staff an impressive percentage have Master's degrees in the speech and hearing profession. A high percentage also have Certificates of Clinical Competency in the American Speech and Hearing Association. Many other persons on the staff, not presently holding Master's degrees, are enrolled in programs for graduate level training. The atmosphere, therefore, is one which is very commendable in the sense that high level accomplishments are rewarded, technical training is supported very effectively, and opportunities are made available for the speech clinicians to advance themselves and improve their skills.

Additionally, the program generally reflects good organization and planning. Of the many documents read, most tend to show that the Supervisor has kept his staff well-informed about his thinking, his plans and new developments. The administration again shows a careful attention to detail. Rather careful job descriptions have been written for all staff members including the Supervisor, and new staff apparently receive a great deal of detailed orientation concerning their positions.

The staff morale was found to be exceedingly high, and in no case was there dissatisfaction or feelings of resentment against the Supervisor and his colleagues. The attitude of the staff towards the Montgomery County school system generally was also favorable. However, the impression was gained that the people felt the need of backing and support of a knowledgeable central office supervisor because the quality of support at the building principal level varied tremendously and in some instances the program would suffer if there was not a "friend in court" possessing some budgetary power.

An additional general impression concerning the speech therapy services was that they have somehow become somewhat misplaced in the table of organization of MCPS. Although

they are directly responsible to the Department of Supervision and Curriculum Development, they interact very directly with the Department of Special Education and the Assistant Superintendent for Administration. It seems apparent, therefore, that these speech and hearing services should be placed within the Department of Special Education Services. Generally, one finds that in the public schools speech therapy services must, by their very nature, work most cooperatively and intimately with other persons charged with responsibilities for the handicapped. It would appear, therefore, that better integration, perhaps a greater efficiency, and improved program development might occur if such a change were instituted.

The perception held by educators throughout the County regarding the role of speech and hearing therapists reflects considerable variance and ambiguity. It would appear that people at the grass roots do not perceive speech therapists as dealing with handicapped children at all and are somewhat surprised to find them classified as special educators. As "shared personnel" attached to their building, they are seen by some principals as persons for whom they have some responsibility for programming, supervision and evaluation. However, other principals feel very little responsibility for such personnel. The degree to which principals felt involved in the evaluation of the person or the program also varied widely. In every case it was recognized that a major responsibility for program supervision and personnel evaluation rested with the central office Supervisor.

It was likewise interesting to note that the speech therapists did not perceive their program as being a part of special education, even though there was general agreement that the ideal direction toward which their program should move would be toward dealing with fewer, more severely handicapped cases and away from a more general "speech improvement" program.

In spite of the use of George Washington University and other facilities, the diagnostic services presently being used appear to be inadequate for the best possible program. Since more than 3,145 children receive speech therapy weekly, and since experience tells us that perhaps 10 per cent of such cases require comprehensive diagnostic services and study, it would appear likely that a number of children who are not doing well in speech therapy deserve additional assessment. This is probably not occurring at the present time due to a lack of diagnostic staff. The supervisory staff has been doing some work of this type yet cannot possibly handle or even refer as many cases as should be reexamined. Many of the techniques and tests which would be administered are probably not widely used by the typical speech clinician in this program. Therefore, the need to increase diagnostic services appears to be warranted. It seems likely that expenditures for special diagnostics might really decrease the "waste" in the system and decrease the number of children obviously not making gains. The Consultants believe that if these services were available, staff time would be better used, children receiving therapy would make better and more rapid improvement, and the efficiency of the system would increase. Additionally, the Montgomery County speech therapy staff is so large in number that additional staff to accomplish diagnostics is clearly warranted and justified and should result in an increase in the level of technical competency for many of the speech clinicians in thy program. The Department of Health's plan to strengthen diagnostic services appears incapable of meeting present, let alone future, demands and needs.

Technical supervision was being provided by the Supervisor for the more experienced speech clinicians on the staff and the Teacher-Specialist served the first and second year clinicians. However, the staff is so large that it seems doubtful that enough

on-the-job supervision is accomplished. It appears that more supervisory time is needed and that the program clearly requires an additional supervisor of speech and hearing (one who would supervise speech therapy services without a responsibility for the hearing handicapped). Generally, it would be ideal if each of the speech clinicians on the staff were assisted (supervised) at least on a monthly basis; have therapy techniques demonstrated by a supervisor; and receive more instruction concerning techniques.

Some degree of additional support from clinical psychologists might improve the quality of speech therapy service. As mentioned previously, this can best be achieved if speech therapy services were located within the Department of Special Education. The health services, in particular, pose some important problems for speech clinicians. For example, referrals and diagnostic services are often arranged through the Health Department and through Department of Health nurses. Since the school nurses and school physicians do not exist in this program, the speech clinician finds himself working with an out-of-school group of individuals. Diagnostic services which they can provide and the "back-up" services appear to be somewhat meager and perhaps not well-coordinated with speech therapy. For example, one of the speech clinicians spoke of a child with an unrepaired cleft palate condition in a rural area (whom he is charged with treating for her speech disorder). Because this is almost an unbelievable condition today, it seemed incumbent to ask why this child had not received surgery or other treatment. It was found that the Department of Health nurse had been pursuing the case but was ineffectual in getting parental cooperation. The speech clinician, therefore, was at a "dead end" in terms of how to get the necessary parental cooperation and the right disposition for the case. Ergo, a study of the Department of Health's role in clinical service, such as speech, should be made on a more intensive basis to determine the degree to which children with hearing problems, minimal cerebral dysfunction, orthopedic problems, and other organic difficulties which may involve speech, hearing and language are being handled.

The twelve centers concept for the summers would appear to have both advantages and disadvantages. One of the advantages is that it makes service much more available to some families since centers may be closer to their homes. On the other hand, having one speech clinician work alone has a number of disadvantages. Firstly, this is usually the type of work arrangement that is conducted during the regular academic year. It might be more desirable to have two or three speech clinicians working in four or five centers since they might: (1) learn more from each other and be stimulated by their associations while engaged at a similar endeavor, (2) have a greater choice and flexibility in the use of apparatus and equipment; and (3) provide a much easier and efficient arrangement for technical supervision since the supervisor of speech and hearing would have only four or five centers to visit and could spend more time in each.

It should be particularly noted that the provision of speech therapy services during the summer is an objective demonstration of the positive attitude of the school administrators toward the program and speaks well for the Department and school system.

Speech therapy services seemed to be characterized by flexibility. Therapists receive some free time for purposes of in-service training. This liberal policy is very commendable in a technical field where the typical therapist must handle a variety of different types of disorders and cases. One suggestion would be to allow perhaps two full days a year for speech clinicians to learn from other speech clinicians within

the system by actually working and observing them for a day (if choices are made carefully, weaker clinicians can be put with stronger ones for specific training purposes). Such a policy should help to "share-the-wealth" of talents and abilities and possibly serve to motivate a number of speech clinicians to try other approaches and use different procedures with some of their cases.

Recommendations

1. We recommend that a survey of children receiving regular speech therapy be undertaken to determine those who are not making adequate progress. Plans should be developed for reevaluation and more intensive service for these pupils.

2. We recommend that consideration be given to the establishment of a Speech, Language and Hearing Diagnostic Center. This Center would be staffed by persons with special competencies in diagnosis and be equipped with appropriate diagnostic apparatus. This is seen as an educationally oriented, rather than medically oriented facility, and as such would not duplicate any existing medical services.

3. We recommend that a week-long training program for all beginning speech therapists be organized to be conducted annually prior to the start of school in September.

4. We recommend that an on-going professional development program for in-service speech therapists be organized which would provide these personnel with information about new developments in the field. (See: STAFF.)

Program for Children With Specific Learning Disabilities

Historical Background

Educational programming for children with specific learning disabilities in MCPS had its beginning in the early efforts to provide educational programs for children with central nervous system disorders. This pioneering concern to provide special education services for brain injured children in the public schools was reflected in the Montgomery County Public Schools Bulletin 139 dated September 1955.[1] This bulletin related to specific needs of retarded and brain injured with curriculum recommendations for the special class teacher. Additional emphasis and expansion of this unique educational program was related to the cooperative research project that was sponsored jointly by the MCPS and Syracuse University. These exploratory educational programs and pilot studies were the early attempts of the county schools to program for children with specific learning disabilities.

From this beginning the current program has developed to provide special education services for approximately 450 children in the elementary grades with additional children being provided for at the secondary level in programs in combination with the mildly retarded.

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[1]MCPS, Bulletin 139, Guide for Teachers of Mentally Retarded Children and Brain Injured Children, September, 1955.

Collection of Data

A variety of methods was utilized to gather information related to the historical development and current status of the program for children with specific learning disabilities. At the inception of this study there was a vacancy in the supervisory position and leadership was being provided, in the main, by other Supervisors and Teacher-Specialists. Due to this interim curtailment of leadership the early efforts of the Consultants were focused on instruction which included visitations to selected schools and classrooms that provided for children with specific learning disabilities. During these visits classroom teaching was observed, selected teachers were interviewed and general observations were made as to program activities and methodology, instructional equipment, locations and types of classrooms, class size, etc. Building principals were also interviewed.

Upon the appointment of a supervisor for this program several interviews were conducted with supervisory personnel and teacher specialists assigned to this area of exceptionality. Interviews were also conducted with other members of supportive staff relative to their supplementary roles.

Additional information was obtained via selected questionaires, attendance at parent meetings and a review of documents.

Observations

Initially the Consultants reviewed various documents[1, 2] that described the educational philosophy, program and criteria for placement of children. The philosophy, program and placement criteria as reported represented a rather comprehensive approach for meeting the needs of children with specific learning disabilities through special class placement. Although the program is well defined in these selected documents, it became readily apparent to the Consultants that the special education staff and the general staff were in need of a greater in-depth understanding of the general concepts and inherent implications.

Through observations and interviews with the teachers it was obvious that they were dedicated and concerned about the educational program they were providing for the children. The classroom teachers appeared to be functioning under diverse philosophies and teaching methodologies. Each classroom seemed to reflect the personal strengths and limitations of the teacher rather than those of a common curriculum. The teachers varied from the independent self-assured teacher who felt she was capable of providing all services to children to the insecure teacher who was not certain as to her role and was just providing a basic curriculum at a slower pace.

The more experienced teachers lamented the lack of special supportive services and commented on the quality of the itinerant supportive services that they had in the

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[1] MCPS, Administrative and Supervisors Handbook, Rockville, 1969.

[2] MCPS, Evaluative Criteria for the Special Education Program, Rockville, 1969.

past. Several teachers indicated the need for continuous appraisal to assess students' progress for potential return to regular classes. Although most teachers felt that they had sufficient educational materials with which to teach, it was apparent that the lack of definitive educational goals and methodology made it difficult for them to recognize the need for additional special equipment and materials. Some teachers voiced concern about the quality and locations of the classrooms and many were especially concerned about being moved from building to building as school populations fluctuated.

Interviews were conducted with selected principals of buildings in which these classes were located. Their general attitude about the program appeared to be positive and most expressed the feeling that the classes were providing a worthwhile educational service to the children. However, it appeared to the Consultants that they did not fully understand the dynamics of this particular program. Generally, the administrators seemed to reflect the general lack of distinction between the classes for mildly retarded, Catch-up classes, and classes for children with specific learning disabilities. Several principals expressed their belief that more supportive services should be provided and that the classes should be located in schools where the likelihood of being moved would be reduced.

Table 20 shows that, for a total of 459 pupils in this program at the elementary level, there are 353 boys and 106 girls. It is not clear why there should be such a preponderance of boys since this ratio is not consistent with expectations. Although there is not general agreement by experts on this question, data generally suggest ratios up to 2:1 in favor of males in this category. The Consultants believe that the selection criteria, for children in this program, should be reviewed. This Table also reveals that the pupils range in age from six to over 13 years and that the median age is 10.3.

Table 21 provides a distribution of IQ scores by age groups for SLD children at the elementary level. It will be noted that the range is from IQs as low as 50 to over 120 with the median score of 88. However, 93 per cent fall within a range of 70 to 109.

Estimated achievement levels in reading and arithmetic are shown in Table 22. The range of levels is from pre-first grade through the sixth grade with medians around the first and second grades. It is clear that the pupils in this program, in general, are academically retarded by two to three grades.

The above information and its educational ramifications were reviewed with the newly appointed Supervisor and the Teacher-Specialists. During these discussions the staff reflected an awareness of many of the specific and general needs of the program.

Recommendations

1. We recommend that this program be reviewed with the specific purpose of re-establishing and expanding the criteria and educational goals for the child with specific learning disabilities. Children with a specific learning dysfunction must be differentiated from those whose primary problem is (1) mental retardation, serious motor handicaps, sensory handicaps and emotional disturbance, and/or (2) an academic handicap that can be managed in regular program offerings.

TABLE 20

DISTRIBUTION BY AGE AND SEX OF CHILDREN
WITH SPECIFIC LEARNING DISABILITIES
AT THE ELEMENTARY LEVEL
(October, 1969)

Age	Sex		Total
	Male	Female	
6.0-6.5	1	2	3
6.6-6.11	9	1	10
7.0-7.5	20	7	27
7.6-7.11	13	3	16
8.0-8.5	41	16	57
8.6-8.11	14	4	18
9.0-9.5	45	13	58
9.6-9.11	15	6	21
10.0-10.5	44	16	60
10.6-10.11	30	6	36
11.0-11.5	47	8	55
11.6-11.11	24	7	31
12.0-12.5	37	15	52
12.6-12.11	8	2	10
13.0+	5	0	5
Total	353	106	459
Median Age	10.3	10.5	10.3

TABLE 21

DISTRIBUTION OF IQ SCORES*, BY AGE GROUPS, OF CHILDREN
WITH SPECIFIC LEARNING DISABILITIES
AT THE ELEMENTARY LEVEL
(October, 1969)

Score Interval	Age Group		Total
	6.0-9.11	10.0 & above	
50-54	3	3	6
55-59	2	2	4
60-64	2	2	4
65-69	3	2	5
70-74	6	18	24
75-79	18	23	41
80-84	27	36	63
85-89	36	40	76
90-94	24	39	63
95-99	12	23	35
100-104	18	18	36
105-109	13	7	20
115-119	4	3	7
120+	0	3	3
Total Scores	178	222	400
Not Recorded	32	27	59
Total Pupils	210	249	459
Median IQ	88	88	88

*It must be noted that these scores are those found in the records at this time. They represent scores from different test instruments such as the W.I.S.C., WPPSI, S-B, PPVT and some group tests such as the Lorge-Thorndike and the CTMM.

TABLE 22

ESTIMATED ACHIEVEMENT LEVELS IN READING AND ARITHMETIC
FOR CHILDREN WITH SPECIFIC LEARNING DISABILITIES
AT THE ELEMENTARY LEVEL
(October, 1969)

Achievement Level	Reading			Arithmetic		
	Age Group			Age Group		
	6.0-9.11	10.0& above	Total	6.0-9.11	10.0 & above	Total
Pre-Readiness	2	4	6	-	-	-
Readiness	53	1	54	-	-	-
Pre-Primer	39	8	47	44	4	48
Pri. or 1st Gr.	59	75	134	97	32	129
2nd Gr.	27	59	86	40	80	120
3rd Gr.	16	48	64	18	72	90
4th Gr.	3	26	29	1	43	44
5th Gr.	-	17	17	-	12	12
6th Gr.	-	4	4	-	1	1
Not Recorded	11	7	18	10	5	15
Total	210	249	459	210	249	459
Median Ach. Level	Primer-1st Gr.	2nd Gr.	Primer-1st Gr.	Primer-1st Gr.	2nd Gr.	2nd Gr.

2. We recommend that comprehensive diagnostic data be provided for each child prior to placement and that a suggested educational prescription be provided for the classroom teacher. This assessment of the pupil should include a detailed description of his learning style, how he learns, and his learning state. In addition to this preliminary diagnostic work-up, provisions should be made to periodically reassess the child's progress.

3. We recommend that additional staff be provided at the supportive, diagnostic and supervisory level. This staff would provide specialized assistance via direct services to children in specific areas such as language, motor, visual and ego development.

4. We recommend that, in addition to special classes, a variety of approaches be utilized in meeting the learning needs of these children. The use of resource rooms, itinerant teachers, special tutoring and programs directed toward early identification and prevention should be explored. It is possible that, with intensified diagnostic procedures and curriculum adjustments at the kindergarten and first grade levels, much could be accomplished in preventing or lessening the educational implications of the learning disability. (See: INSTRUCTION.)

5. We recommend that an intensive in-service program be initiated to up-grade the competencies of teachers and supportive staff in this field. This program would cover the various areas of child development and management that relate to educational programming for children with specific learning disabilities. (See: STAFF.)

Program for Visually Handicapped

Historical Background

In 1954 the Montgomery County program for visually limited pupils was established as an itinerant program; that is, the pupils attended their neighborhood schools but received supplementary instruction from a special itinerant teacher. This same organizational pattern continued until 1969. In September, 1969, a resource room was opened for the blind and partially seeing children in grades three through six at the Brookhaven Elementary School. In addition to the teacher, a full-time aide assisted the resource room teacher by providing a greater depth of support services to children enrolled in the regular classrooms. Children come to this specially staffed and equipped room for individualized instruction in special skill areas.

Careful preparations were made for the establishment of the resource room. After a school with sufficient space was located, the Teacher-in-Charge worked with the local principal and his staff to provide an atmosphere of understanding and support that would serve to insure success for this new program. Following acceptance by the local educational staff, a letter was sent to the parents of all children of appropriate grade levels who were currently enrolled in the ongoing itinerant program. The letter explained that since the resource room teacher would provide enrichment programs and supplementary instruction, a child's placement in this program might prevent or reduce a cumulative lag in his education as he progressed through school. A form for a parent to request the transfer of his child from the itinerant to resource room program was enclosed with the letter. Consequently, the transfer was on a voluntary basis.

In April, 1969, a mobility specialist was added to the staff to develop a mobility program for visually handicapped children. As support to the itinerant and resource room staff, a Braillist was employed to transcribe educational materials as needed. In addition to this purchased service, additional services were provided through a variety of volunteer programs.

The present professional staff consists of a Teacher-in-Charge, and seven teachers. Of the teachers, five are itinerant, one is assigned to a resource room, and one is an orientation and mobility specialist. There are 83 children, both blind and partially seeing, in the program. Their grade levels range from kindergarten through high school.

Collection of Data

Information relating to the program for the visually handicapped was obtained through interviews with professional staff, direct observations at school visitations, and supplemental interviews with building principals and classroom teachers. In addition to data gathered through direct observation and interviews, information was gained from special surveys directed to former students and administrators. Specific documents[1], [2] describing program, organization and activities, and other less formal documents were reviewed. In gathering information for this area of the report a special Consultant was engaged to provide special technical assistance.

Observations

All the teachers are certified with three holding a Standard Certificate and four an Advanced Professional Certificate. The intinerant teachers have had classroom teaching experience which should enhance their understanding and empathy for regular grade teachers who have visually limited pupils in their classes. The resource room teacher has had previous experience in a resource room in another state.

All staff members took their preparation courses recently enough to have acquired methods and skills for instructing both blind and partially seeing children. All have both blind and partially seeing pupils assigned to them.

There is a favorable pupil-teacher ratio which is conducive to good individual instruction. The resource room teacher has eight pupils to instruct while the itinerant teachers are assigned from 10 to 15 pupils housed in eight to 12 schools. The mobility specialist instructs all the children to a greater or lesser degree, depending on the particular needs of the pupils.

The Teacher-in-Charge is employed on a 12-month basis as are two of the teachers. During the summer one of these teachers gives instruction in Braille reading and writing, typing, or gives extra assistance to visually limited children in their weakest school subject. During the summer the other teacher, who is the mobility specialist,

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[1]MCPS, Administrative and Supervisory Handbook, Rockville, 1968.

[2]MCPS, Evaluative Criteria for the Special Education Program, 1966.

acquaints the children with their new school buildings and how to reach them. He may also take the children on special trips to increase their travel skills and experiences.

Other teachers may be employed during the summer on a per diem basis. For example, during the summer of 1969, an additional teacher was employed to assist the Teacher-in-Charge in writing the 1969-70 pilot course of study, Visual Stimulation, a program of instruction designed to stimulate the use of residual vision in low-visioned children.

The Teacher-in-Charge is a highly competent person in her area of responsibility. She is forward looking, is well informed on trends in the area of the visually handicapped, and is well received by the principals and staff in the schools and by the teachers with whom she works.

Her responsibilities include the following: holding department meetings for the special services and for the termination of those services, making organizational changes, writing and revising forms, making budget requests, writing annual reports; also, writing proposals for Federal funds and developing courses of study.

School principals assume much responsibility for the visually handicapped pupils. The three principals with whom the Consultant spoke knew the particular pupils in their schools and the progress they were making. The administrators expressed satisfaction with the program. This finding is substantiated by the survey reports which were completed by Montgomery County principals and classroom teachers.

The visually limited child's curriculum is the same as that of the school he attends. However, he requires certain additional instruction, such as typing and mobility, and certain adaptations, such as special lights and magnifiers. He also usually needs special guidance and counseling.

Pupils who participate in the resource room program should receive more intensive assistance than do those on the itinerant program. This includes extra typing lessons, daily instruction in visual stimulation, an expanded orientation and mobility program, and much emphasis on such skills as using the dictionary, reading maps and doing research.

The curriculum appears adequate although test scores and evaluation reports of the pupils were not examined. However, a 1967-68 report listing the visually handicapped students who had graduated from high school, indicates that the great majority are attending college.

The survey reports completed by the Montgomery County School personnel indicate that the curriculum is satisfactory because of (1) the strong personal interest that the itinerant teachers take in their students, and (2) the school staff's willingness to make whatever adjustments seem necessary and appropriate.

There are definite standards for admission to the itinerant program. The blind child is required to show evidence that he has adequate physical and mental capacity, at least average intelligence, and there is professional agreement that his social behavior will not be detrimental to the group. The partially seeing child is required to show evidence of sufficient intellectual, physical and social development; in addition, professional judgment must indicate that there is a relationship between the child's learning and his visual problems. Standards for admission to the newly established resource room have not yet been developed.

The procedure for referring, diagnosing and transferring children into the special program are definite and adequate for this school system.

The resource room is a larger-than-average classroom with good lighting and plenty of cupboard and storage space. The fact that the resource room is located on the first floor near the school office and adjacent to other classrooms, shows that this program is considered a definite part of the school.

The itinerant teachers have good facilities in the schools. In one high school the teacher has a small room in which supplies and equipment for a blind student are stored and locked. In another school the special teacher has a section at the back of the auditorium stage, and in still another school the itinerant teacher uses the library conference room. All the rooms used are comfortable and well lighted. Except in the one instance, all the rooms observed are used by other teachers; therefore, certain equipment for a particular visually limited child cannot be stored in them.

There is no evidence of a lack of supplies for either the children or the teachers. The Consultant noticed a primary grade arithmetic book in large type. The book was very large in size and thus awkward for the child to handle. In addition, the blown-up pictures were indistinct and the print not clear. Although the regular edition of this text has smaller print, the book is easily handled by a young child, the print is distinct and the colored pictures are attractive and clear. It should be definitely established that a child, especially at the first or second grade level, cannot use the regular edition of a text before a large type copy is ordered.

Large print and Braille instructional materials are stored in the Instructional Materials Center where they may be withdrawn by the special education teachers. One of their responsibilities is to continuously research these books to locate information relevant to the instuctional needs of the children. It appears that the present location of the books inhibits this activity which leads to the suggestion that a better placement might be found for these materials.

The resource room is exceptionally well equipped with special desks, book stands, Braillewriters, typewriters, tape recorders, visual aids, and electronic equipment. There may be more equipment than is needed in this room. For example, there are six large-type typewriters for the children's use. Good teaching procedures indicate that one or two children are taught typing at a time. Another one or two pupils may be using typewriters to complete certain classroom assignments. Four machines would be adequate.

In the elementary classrooms the visually handicapped pupils are supplied with special desks and some have a portable typewriter. Other equipment, for example, tape recorders, is available to the pupil and the itinerant teacher either through the school office or the central office.

Recommendations

1. We recommend that this basically sound program be expanded to include a special resource room for younger visually handicapped children of pre-kindergarten through second grade levels. Accompaning this expanded program should be the initiation of special counseling and education program for the parents of these children.

2. We recommend that closer supervision and a more structured program be provided for the existing and proposed resource rooms.

3. We recommend that the Teacher-in-Charge postion be changed to the title of Supervisor-consultant consistent with the recommendations on supervisory staff as shown in the section on Organization. In addition to directing the program for the visually handicapped, the Supervisor-consultant would also function as a special Consultant to other supervisors on visual problems related to educational programming for all handicapped children.

CHAPTER III

THE DEPARTMENT OF SPECIAL EDUCATION AS A COMPONENT OF THE SCHOOL SYSTEM AND THE LARGER COMMUNITY

In preparing the design for this study the Project Steering Committee, with the assistance of over 40 individuals from the System's staff and community organizations, constructed a list of 58 questions to be investigated by the consultants (see Appendix A). As a matter of convenience these questions were divided into twelve categories: instruction, organization, staff, pupils, auxiliary personnel and services, housing and physical facilities, budget, community resources, parents, communication, attitudes, and research. The committee recognized that these categories were not completely discrete and that in-depth responses to all of the questions would not be possible within the limitations of time and budget for the study.

As the study progressed it became clear that some of the questions had broad implications for specific programs as well as the total Department. As a consequence, the consultants have responded to these questions, as they applied, in the portion of the report as presented in Chapter II as well as by specific categories as reported in this chapter. While some repetition could not be avoided attempts were made to minimize this duplication.

Each section of this chapter includes a statement on procedures used to collect the data, a report of the findings, and, with several exceptions, a list of recommendations.

Instruction

Collection of Data

The Consultants obtained information for this section of the report from many sources. Interviews were conducted with principals, teachers, supervisors, parents, and others. A sample of pupil progress records were reviewed and observations of classroom teaching and pupil work were made in many settings. While it was not possible to use objective data on which to base the evaluations the consultants were able to form reasonably valid impressions about the total instructional program.

Observations

The Consultants believe that, in general, the instructional program designed for handicapped pupils in MCPS may be judged as good. There are many features which are very commendable while there are other elements which need to be improved if they are to be brought up to a level of excellence which the citizens of the County have a right to expect. The overriding impression gained by the consultants was

that, with few exceptions, the entire staff of the system were genuinely interested in and desirous of providing good educational programs and resources for these boys and girls.

In the opinion of the Consultant team the general goals which have been stated for the various special education programs, for the most part, are appropriate to the needs of the handicapped children enrolled in those programs. However, the goals for all programs are incomplete, tend to be stated in vague language and are often very general in nature. Following are several examples:

> Achieves expectancy in all areas[1]
>
> Is developing individual interests and skills[2]
>
> Has developed desirable attitudes[3]

When goals are stated in such a generalized manner the net result is that they tend to offer only minimal help in providing guidance and direction to the development of realistic programs. Further, most of the special education programs observed were not guided by any consistent statement of short term or periodic goals to guide daily classroom activities toward the attainment of these terminal program goals. When periodic goals were identified, usually they were not stated in terms of specific observable or measurable behavior. In short, the vast majority of goals as presently stated for most of the special class programs offered no, or at best, vague criteria for evaluating the success or failure of their respective program efforts in meeting the needs of handicapped children.

Instructional offerings for most of the special education programs seem to be guided by an organizational scheme which permits integration of the handicapped, whenever possible, into the mainstream of school activities and programs. This practice is consistent with procedures followed in most quality special education programs throughout the country. The preponderance of special services and programs in MCPS are offered in the regular school buildings thus offering maximum opportunities for program participation and integration of the handicapped. It should be noted however, that the organizational scheme at times loses some of its effectiveness in the process of implementation. In some cases too few classes are located in a school to provide realistic grouping for effective instruction and in other instances integration of handicapped pupils is very much restricted for a variety of reasons. Low incidence, severely handicapped children, such as the moderately retarded, are equally well served by a special school arrangement which permits good instructional grouping so necessary for effective teaching.

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[1]MCPS, Evaluative Criteria for the Special Education Program, p. 13.

[2]Ibid., p. 24.

[3]Ibid., p. 35.

The Consultants noted that sound procedures for implementing the integration process were not always followed. Special reference is made to the recognition of the fact that not all auditorily multi-handicapped pupils are best served through integration into regular programs nor do the advantages always outweigh the disadvantages for viewing mildly retarded pupils at the secondary school level as having specific learning disabilities. Many of the secondary school retarded have, in fact, a general or overall rather than a specific learning disability. Essentially, such pupils with generalized learning problems need a different and more basic instructional program geared to acquiring survival skills than do pupils with more mild and specific handicapping conditions. Thus, the question of extent of integration must be considered. The Consultants observed in one secondary school program offerings and planning which seemed to be unrealistic for the majority of pupils enrolled in the class. It appeared that this situation was due, at least partially, to the fact that pupils in this class were viewed as having only a minor handicapping condition which required only a slight modification in program content.

In none of the special education classes visited did the Consultants observe instructional materials or equipment which could by any stretch of the imagination be described as the best available. In fact, in most of the classes visited for the mildly retarded, the specific learning disabled and the physically handicapped, the classroom equipment and materials could best be described as minimal and traditional. For example, the Consultants saw little or no evidence of teaching machines being used other than listening stations, language masters, and the usual visual aids. Because time allocated for observation in the various classrooms was limited it was difficult to draw valid conclusions about the effectiveness to which the equipment and materials were being used in most special classes. In general, classroom equipment seemed to be maintained and in good working order. It should be noted, however, that some parents of the auditorily handicapped expressed concern over the inoperative and poorly maintained equipment in the program for children with hearing problems.

All of the special education programs presently in operation within the Montgomery County Schools offer a fairly complete range of service except in the area of the emotionally disturbed. In general, these programs cover that period of time designated as age of legal school attendance. However, it should be noted that some of the programs do not have sufficiently diversified instructional offerings to meet the needs of all handicapped pupils assigned to them. We refer specifically to the need for self-contained classes for certain auditorily handicapped pupils who experience great difficulty participating in an integrated classroom setting with hearing pupils. Special reference is made, also, to the need for a more carefully planned and executed occupational education program for the mildly retarded at the high school level. It seemed to the Consultants that the instructional offerings, in this regard, were added as an afterthought or as an appendage to the Work Oriented Curriculum Project Classes which were, in general, designed to serve higher functioning pupils than the mildly retarded.

The Consultants believe that one of the major weaknesses in the instructional program is the lack of appropriate curriculum guides for use by teachers. While guides had been prepared by teachers and supervisors in several programs there was little evidence that they were being followed in any consistent fashion. It appeared that most teachers were designing their curriculum on a haphazard basis without following any definite plan. This is not to suggest that children were not being given good instruction but rather that a consistent, well-directed plan was lacking. It is the feeling of the Consultants that improved programming would emerge if appropriate curriculum guides were made available and teachers were requested to follow a more structured instructional program.

All of the instructional programs in the Department of Special Education, with the possible exception of the speech therapy and the visually handicapped, have relatively poorly developed systematic procedures for evaluating pupil growth. Consequently, baseline data of any depth is simply not readily available for pupils enrolled in most programs. Furthermore there is no systematic follow-up program for pupils who have left or graduated from the various special education programs. It should be noted that in some cases individual teachers know what has happened to former pupils but this is a result of individual interest and effort rather than as a result of a system-wide plan. A program for collecting follow-up data on former pupils should be initiated to assist supervisors and teachers in improving the curriculum.

Throughout education there is a growing recognition of the importance of the developmental period covering the first six years of life. As a consequence of this interest in early education a wide variety of educational programs have been initiated for pre-school aged children. It is the feeling of the Consultant team that many specific learning disabilities and perhaps mild retardation could be substantially reduced through providing pre-school programs for high risk populations. Diagnostic classes could offer some possibilities for the development of improved programming for children with complex learning, language and behavior problems.

Post-school adult education programs for mildly retarded persons have proved successful in helping these youth bridge the gap from school to full-time employment during the critical late adolescent years. The Montgomery County Schools may wish to investigate the possibility of initiating such classes.

The Consultant team did not observe, in any of the programs, the use of instructional media or methodology which could be described as innovative. This observation is not meant to imply that the media and methods used were not adequate. Nor was there any evidence of research being conducted which would substantially contribute to knowledge about the learning needs of special education pupils.

The Montgomery County Schools are to be complimented for their efforts to extend educational opportunities to the handicapped through summer school attendance. Presently, summer school offerings are provided to children in programs for specific learning disabilities, moderate retardation, secondary multi-handicapped auditory impairment and speech therapy. The Consultants feel that summer school opportunities

should be extended to all handicapped children who, in the opinion of their teachers, could profit from such participation. We understand that this opportunity is presently unavailable to some children because of transportation difficulties and unavailability of staff. It is also suggested that summer sessions be used to upgrade teacher competencies through in-service training programs, curriculum development projects and instructional media workshops.

Continuum of Programs and Services

Historically, special education was viewed as a form of education so different from regular education that its goals could not be achieved unless the handicapped child was withdrawn from the mainstream and placed in an isolated special school or classroom. With the passing of time this concept was changed to include a wider variety of administrative and programmatic arrangements for these children. Today, educators are designing systems built on a broad continuum of programs and services in which a variety of interventions are applied depending on the nature and severity of the handicapping condition or learning problem.

After considerable thought and discussion the Consultants agreed to recommend a plan which would provide a series of instructional arrangements for exceptional children. It would be designed to provide appropriate interventions in terms of the level or degree of the educational problem. In this plan the handicapped child would receive whatever specialized service was required ranging from minimal help in the regular grades, at one end of the scale, through intensive care and treatment in a residential school or institution at the opposite end of the continuum. In large part this plan parallels the design for a continuum of special education services proposed by the Maryland State Department of Education.[1]

Stage 1

Adjunctive Services

For: Children in regular grades who present minimal problems.

Type of Service: Assessment, counseling, liaison with parents and community services to provide supportive help to teachers and children.

Provided by: Supervisors, school health services, counselors, and psychologists.

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[1] A design for Continuum of Special Education Services. Division of Instruction, Maryland State Department of Education. Baltimore, Md., 1969.

Stage 2

Diagnostic and Prescriptive Evaluation

For: Children in regular grades who present problems of a more serious nature than in Stage 1.

Type of Service: Diagnostic and prescriptive evaluation and services to provide supportive help to teachers and children.

Provided by: Learning diagnosticians.

Stage 3

Supplementary Teaching and Therapeutic Services

For: Children in regular grades who present problems of speech, hearing, vision and mobility.

Type of Service: Individual and small group teaching and therapeutic services to provide supplementary assistance to teachers and children.

Provided by: Itinerant personnel including speech and hearing therapists teachers of hearing and visually handicapped, and physical and occupational therapists.

Stage 4

Intensive Tutorial and Crisis Teaching (Resource-Crisis Room)

For: Children in regular grades who present problems of such proportion as to require intensive services outside of the regular classroom for part of the day.

Type of Service: Intensive individual and small group teaching to supplement the curriculum of the regular classroom.

Provided by: Special education teacher, Teacher-Specialists and teacher aide.

Stage 5

Special Classes and Schools

For: Children with severe handicapping conditions who require total modification of the curriculum.

Type of Service: Total array of educational, social, psychological and therapeutic services.

Provided by: Special education administrator, teachers, Supervisors, Teacher-Specialists, and complement of supportive services.

Stage 6

Residential School and Institutions

For: Severely handicapped children who are incapable of profiting from the programs and services provided by the public schools in Stages 1 through 5 or for children whose parents may elect private placement.

(It should be incumbent on the school system to provide an annual review of all handicapped children who are legal residents of Montgomery County and are placed in private schools.)

This plan provides for considerable flexibility in meeting the educational needs of the handicapped child and allows for movement from one Stage of the continuum to another as his needs change. It also provides for State reimbursement "based on a pupil-program design weighing basis."[1]

Recommendations

1. We recommend that a study be undertaken to determine the advisability of modifying the present plan of instructional arrangements to a more comprehensive plan for a continuum of special education programs and services as presented in the Report. Consultation with representatives of the Maryland State Department of Education, University of Maryland and others should be sought to assist in the study.

2. We recommend that curriculum study projects be developed for each full-time special education program. Each study group should be charged with the responsibility of formulating specific short-term, and long range goals for each program. These goals should be stated in behavioral terms, wherever possible, so that the effectiveness of the instruction could be evaluated with more precision.

3. We recommend that written guidelines and definite procedures be formulated to assure adequate integration of the handicapped into the mainstream of regular school activities.

4. We recommend that the Instructional Materials Center hold periodic meetings with teachers to demonstrate new materials, equipment, and instructional systems. This procedure should help familiarize teachers with new materials as they are marketed.

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[1] Ibid, p. 10.

5. We recommend that pre-school programs for handicapped children be extended to include a wider range of boys and girls who could profit from early education.

6. We recommend that summer school programs be extended to include all handicapped pupils who, in the opinion of their teachers, could profit from such participation.

Organization

Collection of Data

In an effort to respond to some of the questions raised in the report of Phase One of the evaluation, as augmented by some of the questions posed by the Steering Committee, data on the administrative organization structure of MCPS were gathered from a variety of sources.

1. Direct interviews with building principals (having varying degrees of involvement with special education).

2. Interviews with directors and supervisors in the Department of Special Education, the Department of Pupil Services, and the Department of Supervision and Curriculum Development.

3. Interviews with classroom teachers in special education and other itinerant personnel on the teacher level.

4. Interviews with personnel in related programs, such as FOCUS, and the Multi-level Program for Emotionally Handicapped Adolescents (Mark Twain).

5. Interviews with certain Area Directors and with the Assistant Superintendent for Administration.

6. A study of written documents showing some of the changes in administrative structure which have taken place over recent years.

7. A questionnaire instrument completed by building principals, to which there was a 63% return for elementary schools and an 81% return for secondary schools. (see Appendix B)

It must be recognized that facts and impressions regarding organizational structure were often picked up accidentally in contacts where the major purpose was to study other aspects such as disability related instruction and other services. In the majority of the direct interviews, a somewhat structured interview schedule was followed. In the utilization of the questionnaire, it was recognized that a number of the respondents who saw themselves as having little to do with special education, by virtue of not having a special classroom in their building, would not bother to react to the questionnaire.

The assurance of confidentiality and anonymity in the questionnaire instrument undoubtedly encouraged free and candid responses, as was evidenced by the frankness of some of the comments written into the open ended items on the questionnaire instrument.

In the personal interviews, while there was some evidence that a few of the respondents, perhaps from a sense of school system loyalty, felt that only favorable comments should be divulged, most of the respondents appeared to be able to focus clearly on both negative and positive aspects of the organizational system.

Observations

The general impression gained is that the administrative organizational structure leaves considerable confusion as to the current status and the long range objectives of the special education program. More important, there is great ambiguity as to what constitutes special education. The parameters are unclear at a wide variety of levels, but from most reference points outside the Department of Special Education itself, it is seen as a relatively narrow, separated appendage, the placement of which would have little bearing on the more massive organizational concerns of the mainstream of education in the County.

Within the ambiguity of the perception of the parameters of special education, there seems to be a tendency to ascribe to this Department those programs which are traditional. By contrast, each innovative idea or pilot program that might, in most school systems, be perceived as an integral part of special education has been divorced from the area as if this were necessary in order to facilitate its development. The resulting fragmentation of what, in more unified systems, is perceived as the totality of special education, would appear to contribute to this ambiguity.

It must be recognized that it is fairly typical in most school systems to find a certain amount of confusion regarding the parameters of special education. The definition of the line between the mainstream and the special, the question of instructional functions versus ancillary support functions, e.g., "Where do speech therapists belong? Diagnostic-prescriptive teachers? Psychologists?", are questions that are found throughout the field.

The most glaring problem areas have to do with the role definition of the personnel carrying administrative and supervisory responsibility for the program. While the field of special education is typically burdened with the problems of shared administrative responsibility between local building personnel and central office personnel, the placement, during recent years, of supervisors responsible for special education programs in a department separated from the administrative head of the program is clearly a source of problems. This is accentuated by the typical finding that supervisors in special education do in fact tend to play a quasi-administrative role to a much larger extent than do supervisors in the general subject matter fields. This phenomenon is usually attributed to the assumption that local building administrators are ill-equipped to deal with certain of the administrative details of special education. While the validity of this assumption may well be questioned, it undoubtedly operates in determining the behavior of many school principals and central office personnel.

Another major problem, certainly not unique to MCPS, lies in the area of role relationship between instructional functions and pupil assessment and placement functions. While the establishment of the Office of Pupil Appraisal and Placement within the Department of Special Education Services has undoubtedly helped to bring together certain of the instructional and placement functions, there are still problem areas quite evident. The fact that private placements are administered from an office quite separate from special education, would appear to create problems of coordination and overall surveillance. Likewise, the articulation of appraisal functions between the Pupil Services Department and the Special Education Office of Pupil Appraisal and Placement is seen as a real problem, particularly where two-way movement of children is involved between identified special education programs and the mainstream. The establishment of responsiblity for certain programs and functions appears to be a problem in that there are no clear criteria for identifying the parameters of special education. In addition to the pilot programs administered by temporary project offices such as FOCUS and the Multi-level Program for Emotionally Handicapped Adolescents, the status of the Catch-up classes, for example, has not been entirely clear.

In terms of interdepartmental relationships, the placement of the Director of Special Education Services within an operational division, that is, the Division of Administration, on a parallel stratum with the twelve Area Directors, is seen as a favorable situation. It provides the Department with an advocate for program needs on the same level as the operational administrators of the mainstream program. However, like the Area Directors, the Director of Special Education has been hampered by a lack of support staff directly under his jurisdiction to assist in the execution of the program. While the Director's office is at a sufficiently high level to influence policy, his power to execute programs is severely constrained by the fact that his ''troops'' are almost all under someone else's supervision. The direct service personnel, classroom teachers, etc., are much more under the line authority of building principals than under the Director of Special Education. The Director's immediately subordinate staff, on the other hand, have been placed in the Department of Supervision and Curriculum Development. This state of affairs might be reasonable in a much more circumscribed program dealing with a smaller number of personnel and fewer varieties of programs. However, with a large Department it would call for more direct interaction between the Pupil Services and the administrative office either through the assignment of additional support staff to the Director of Special Education or by a restructuring with decentralized and provided support staff in each geographic area to provide greater access to supervision by the teacher personnel.

A major problem which has apparently not been solved by any of the recent or current organizational structures has been decision-making regarding physical housing for special classrooms. Since building principals tend not to see themselves as ''owning'' the special classes housed in their building, it is very easy to give low priority to the physical space needs of such programs when rooms are at a premium. It is assumed that the function of the Area Director in such cases would be to provide a broader base for decision-making in this regard and to be able to make determinations as to the accommodations for both special and regular children within the area in terms of serving the greatest need. However, procedures for assignment

of children to special education programs have been cutting across area boundaries sufficiently that Area Directors tend also to not see themselves as ''owning'' the special education programs that happen to be in their area.

Under the present structure, the role of the Supervisor and especially the role of the Teacher-Specialist, is very poorly defined. Persons in both of these positions had in the past been able to serve mostly as resource persons since there were fewer numbers of teachers to supervise. However, the number has increased and in the present situation, teacher committees have assumed a greater responsibility for in-service programs. The Supervisors, in turn, have experienced increasing involvement with administrative matters so that the time remaining for involvement in consultation with generalists (teachers and principals) has reduced and left inadequate the fulfillment of an optimal supervisory-consultative role. It was observed that the Teacher-Specialist does tend to be at the grass roots level more of the time and has been somewhat more able to function effectively with the local teacher and principal, but lacking the ''official portfolio'' there are some questions as to the degree of influence that may be possible. It was noted that principals tend to request considerable help from central office sources when a program is new to them, but that they rather quickly assume full responsibility. It was the Consultants' impression that the principal's role is ''inviolate'' in many dimensions and that the central office supervisory staff may at many times have to forgo an opportunity to make an altogether reasonable intervention into the local school building system.

It was noted that to a large extent the status of the local building principal is one which allows him a high degree of autonomy regarding all aspects of the school program, including the special education program. A particular effort was made by the Consultant team to assess the opinions and attitudes of the principals regarding the administrative organizational structure of the MCPS. From a number of interviews with randomly selected principals it was observed that there was considerable variance as to the perceptions held by these individuals regarding the status and purposes of services and programs which are normally construed to be special education. The majority of principals housing special education classes within their buildings, however, seemed to have developed a philosophy espousing the desirability of increasing integration of classes with the regular mainstream of activities within the building. Some specific examples were noted wherein children in special classes were being programmed for portions of the day to regular classes and considerable two-way flow seemed to be developing between the special and regular classes within the building. In such cases, the staff gave clear evidence that the ''certified'' exceptional children were not really so special in many ways.

It was interesting to note, in interviewing these principals, a perception on their part that although they believed in what they were doing they were pessimistic about the idea gaining much support among many of their colleagues. It was rather frequently indicated that ''other principals'' perceived handicapped children in a less favorable light and were more interested in keeping them out of the way so that the program for regular children could proceed unhampered.

In an effort to obtain opinions from a larger sample of principals, a questionnaire instrument was circulated which included a number of questions regarding organizational structure as well as other items. Returns were received from 81 per cent of

the senior high schools, 81 per cent of the junior high schools, and 63 per cent of the elementary schools. The lower per cent of return in the elementary schools was probably due to the impression on the part of the principal that, if he did not have special classes housed in his building, he had no basis for commenting on the questionnaire.

Of those responding, some rather strong opinions were noted regarding the administrative organization. A series of five questions were asked dealing with opinions regarding the locus of authority and responsibility for various aspects of the special education program. Respondents were asked to indicate whether the provision of services for exceptional children would be most effective and efficient if larger responsibility for administration and supervision

(1) were based at the local building level

(2) were based at the Area Director's level

(3) were based on a regional concept (larger than an area and smaller than a total county) if such were established

(4) were based at the central office (county) level

(5) this aspect should remain as it currently exists

Using these same five alternative responses, specific questions were asked regarding the recommended locus of authority in terms of the handling of personnel serving exceptional children, individual pupil placement and programming for exceptional children, and the handling of space allocations for special education services.

Taking the five questions as a group, there was a preponderance of opinion (49 per cent of all responses) that a larger role should be played by persons at the local building level. Twenty-two per cent of the responses expressed the opinion that a larger role should be played at the Area Director's level, while only seven per cent and four per cent, respectively, favored larger roles being played at a larger regional or total county level. While 18 per cent of the responses indicated that the particular aspect in question should remain as it currently exists, it is clear that a push for decentralization of these functions is desired.

A separate analysis of senior high, junior high, and elementary schools revealed approximately the same patterns on all three levels although it appeared to be the elementary school principals who were least satisfied with the structure as it currently exists, and most interested in seeing greater responsibility go to the local building or Area Director's level. The strongest expression for more authority at the local building level was found on the item dealing with the handling (selection, placement, and evaluation) of professional personnel serving exceptional children.

A separate analysis from those schools currently housing special self-contained classes and/or full-time resource room teachers, as opposed to those schools whose only experience with special education is through itinerant services, revealed a differentiation in perception of the most ideal administrative organization. Those

schools having special classes were stronger in their recommendation for more authority at the local building level than those having only itinerant service. The latter indicated a stronger recommendation for authority based at the Area Director's level. The two groups were equally uninterested in seeing more authority placed on a more centralized level, but those having special classes appeared to be slightly more content with the status quo regarding locus of authority than were those with only itinerant services.

Another question dealing with the administrative organization focused on whether the role of supervisory persons serving exceptional children from a base outside the local building should be:

(1) entirely consultative with no line authority

(2) largely consultative with line authority in certain designated areas

(3) line authority shared with building principal (within designated areas of jurisdiction)

(4) major line authority regarding most aspects of the program for exceptional children

(5) total line responsibility and authority for that program

The largest number of respondents (49 per cent) elected choice 3, favoring a shared authority between the building principal and the Supervisor. Choice 1 and 2 were each chosen by 22 per cent of the respondents. It is evident that a very small minority (7 per cent) recommend a structure in which a supervisor based outside the building could possess a major degree of authority over special education programs in the regular building.

A breakdown of data between those schools housing self-contained special classes and those served only by itinerant personnel. again yielded a striking difference. While in both groups the most popular choice was that of Supervisors having line authority shared with the building principal, a significant minority (34 per cent) of those principals having special classes indicated preference for the Supervisor being entirely consultative with no line authority. By contrast, in schools having no self-contained special classes only six per cent recommended that alternative and a much greater number (29 per cent) chose alternative 2, wherein the Supervisor is granted line authority in certain designated areas.

It is rather clear, therefore, that those principals who are experiencing the presence of special classes in their building are considerably less willing to have persons outside the building exercise authority over them.

While this information would seem to indicate that the responsibility for administration of special education programs is seen by the principals as properly being "their business", with only advisory assistance from central office supervisors, the degree of integration of handicapped children within the mainstream may be another matter.

Another item on the questionnaire posed the possibility, as expressed by some educational authorities, that all children except those with the most severe handicapping conditions should be enrolled in regular grades. Under such a plan special education would become a resource to the total educational program and special teachers would be made available on an "as needed" basis to the total school program. Asked whether they felt such a plan would seem to be (1) an improvement over the present system, (2) no better or worse than the present system, or (3) of less value than the present system, 121 respondents were equally divided between those thinking the plan would be an improvement versus thinking that the plan would be of less value.

Opinions were rather strong in this, as only 15 indicated that the plan would be no better nor worse than the present system. It was noted that many of those qualified their answers, adding the comment that such a plan would be an improvement if the help was really provided "as needed". Many others qualified the reason for their viewing the plan as a negative idea, because of their pessimism that the needed help would never be available. Other respondents were quite emphatic that services other than the self-contained special class could not be successful.

Again, a breakdown between those schools housing special classes as opposed to those with only itinerant services, revealed a stronger positive reaction to the plan on the part of those without the special classes experience, while a greater number of those principals currently housing special classes perceived the idea as being of less value than the present system.

In summary, the information from the questionnaire responses of principals suggests a feeling that centralization of leadership for special education has not been very useful and that a shift, therefore, in the direction of increased local administration leadership would be desirable. The strength of this belief appears to vary in proportion to the degree of involvement with special education experienced by the principal. The principals clearly favor a change in the special education organizational structure if it would give them more local autonomy, and proportionately reduce the central Supervisor's decision-making authority. However, they have reservations about changes to programs which depend upon specialists for consultation rather than direct service, since they lack confidence in such a system really providing what is needed. In total, this seems to constitute a somewhat negative perception, by principals, of special education leadership.

Recommendations

The recommendations outlined below are based upon a continuum of special education programs and services described elsewhere in this report.

1. We recommend the blending together of functions which have been, in the recent past, separately classified as special education versus pupil services. Suggested terminology for designating this functional scope might be "Special Education and Services".

2. We recommend the establishment of area offices for the operational management of these "Special Education and Services" which would coincide geographically with the new overall reorganization of the county into administrative areas each having an area superintendent.[1] This recommendation is made in accordance with the opinion of the Consultants that the most favorable total district plan for reorganization would be that calling for six administrative areas. If the total reorganization plan were to take that course, then, six area offices for "Special Education and Services" would be recommended. However, since the recommendations of the Committee to Study the Organization of Administrative Areas suggest the alternatives of either eight or twelve areas, the resulting recommendation of the Evaluation Team would be to establish <u>one</u> area office for Special Education and Services for each <u>two</u> general administrative areas. This would, therefore, result in either four or six Special Education and Service areas. This is perceived as a slightly less desirable plan for optimal operation of Special Education and Services. It would be better if each area office were required to report to one rather than two Area administrators. On the other hand, optimal operation of Special Education and Services under a decentralized plan would permit, for the size and population of Montgomery County, no more than six area offices. Any more than that number would result in areas and populations too small for efficiency and flexibility in staffing and operation.

3. We recommend the appointment to each of the area Special Education and Services offices (whether four or six) of staff as follows (see Figure 1).

   3.1 An Area Director of Special Education and Services who would be in charge of two groups of subordinate staff members classified according to two categories: (1) Special Education and (2) Special Services.

   a) <u>Special Education</u>

   (1) A Supervisor of Special Education qualified to provide supervision, evaluation, consultation, and leadership in instructional programming for all services for high incidence, mildly handicapped (educable mentally retarded, mildly emotionally disturbed, specific learning disabilities, speech and hearing handicapped and others) pupils in the area schools.

   (2) A corps of specialists who would provide direct service to teachers and children in regular grades and in special education resource rooms and special classes. This staff would include such personnel as: Teacher-Specialists, learning diagnosticians, Speech and Hearing therapists and other itinerant teachers.

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[1] MCPS Report of the Committee to Study the Organization of Administrative Areas of the Montgomery County Public Schools (November, 1969).

Figure 1. Area Special Education and Services Offices

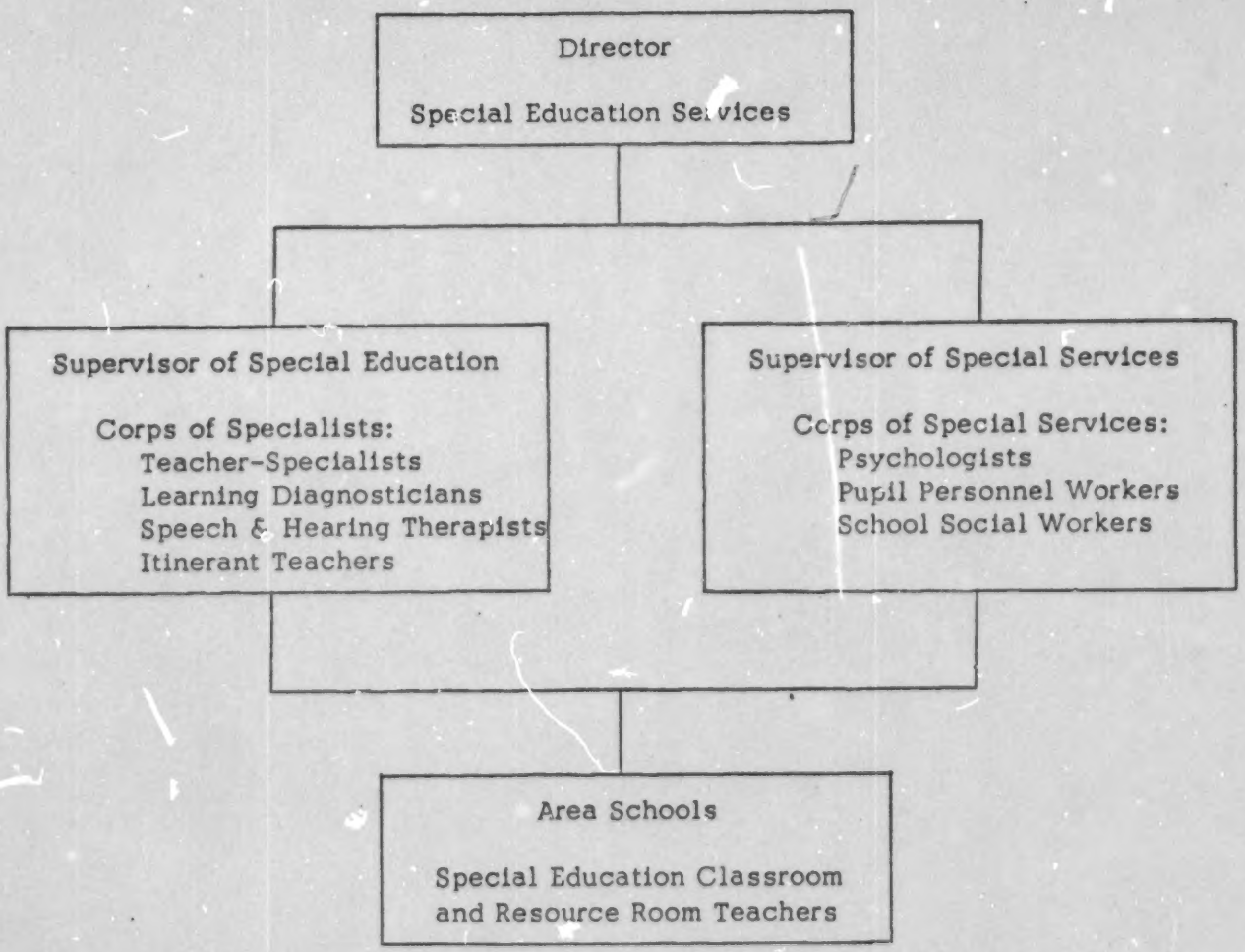
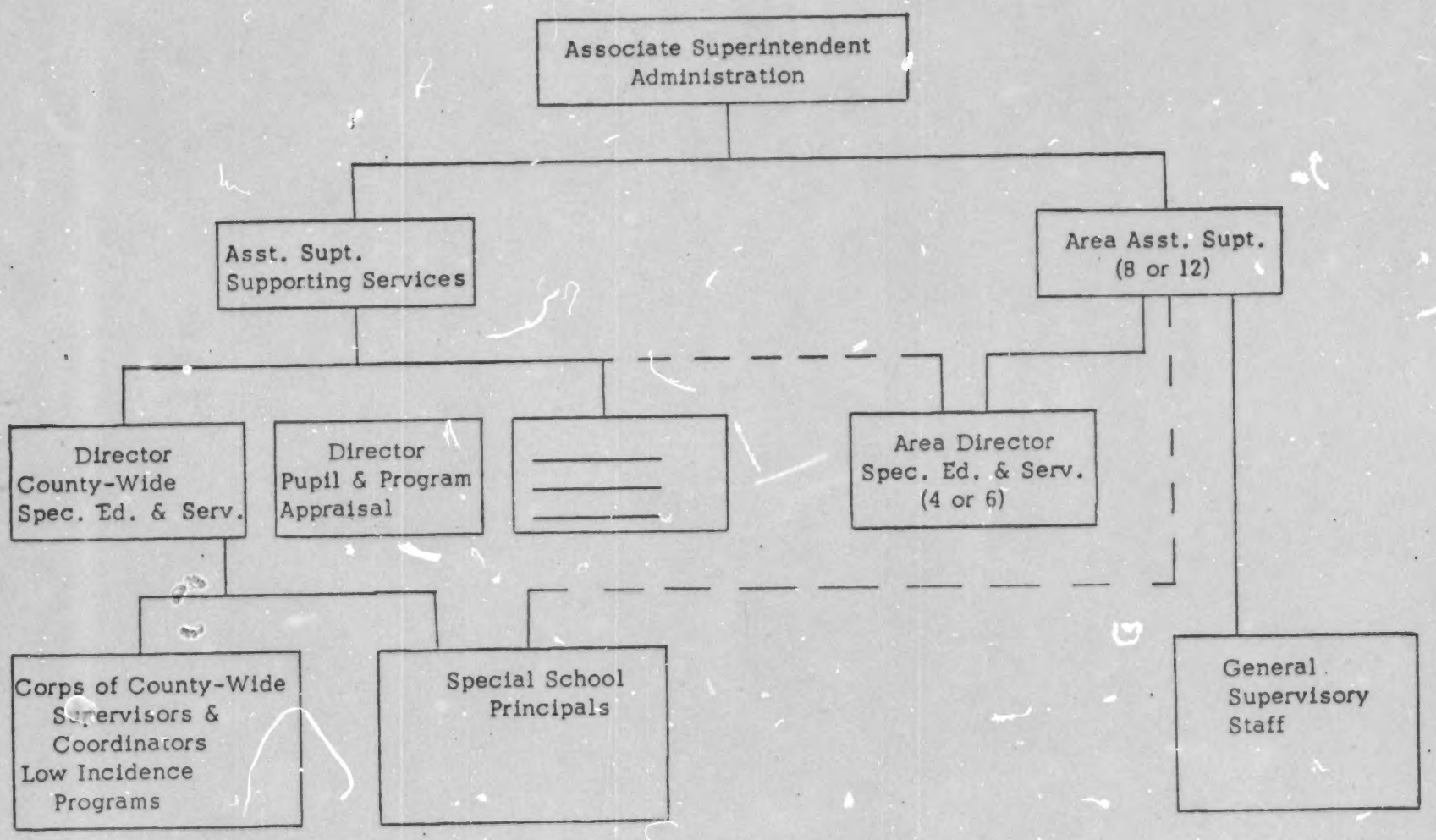


Figure 2. County-Wide Offices and Personnel



b) Special Services

(1) A Supervisor of Special Services qualified to coordinate the activities of ancillary personnel serving in diagnostic, guidance, counseling, and social work functions in the area schools.

(2) A corps of ancillary personnel who would provide direct service to teachers and pupils in regular grades and in special education resource rooms and special classes. This staff would include such personnel as: psychologists, pupil personnel workers and school social workers.

4. We recommend the establishment in the central administrative offices for the County an Assistant Superintendent for Supporting Services, on a stratum equal to the area Assistant Superintendents, whose function would be the administration of all Special Education and Services which cut across the administrative areas of the county as well as staff advisory function to the Area Directors of Special Education and Services (see Figure 2). This position might also include responsibilities for other supporting services not directly connected with Special Education and Services such as: pupil and program appraisal, instructional media and technology and summer school programs.

5. The establishment of a Director of County-wide Special Education and Services on the same stratum as the Area Directors of Special Education and Services. This person's main function would be to coordinate various programs including both Special Education and Special Services at the county and area levels. This would involve policy formulation, and quality accountability for the total system. This person would additionally carry more direct responsibility for certain aspects of the program (moderately mentally retarded, deaf, orthopedically handicapped, etc.) which, due to the small number of children involved, would not be duplicated in each of the four or six areas. On this county-wide staff there would be the following subordinate personnel:

5.1 Supervisor-consultants to cover four areas of responsibility such as: communication problems, sensory-motor problems, learning problems and behavior problems. These areas of responsibility would include direct supervision of programs of special education for low incidence types of handicapping conditions for which programs would be provided on a county-wide basis only; and in addition, consultant responsibility on an "as needed" basis as additional support to the other special education supervisory staff housed in each of the area offices.

5.2 A Coordinator for Out-of-School Programs who would be responsible for private placements, hospital instruction, and any other special placements, outside the regular school system except home instruction, which would be administered by each Area Director of Special Education and Services.

5.3 A Coordinator of Diagnostic Services who would be responsible, with the assistance of a small staff (two or three psychologists) for diagnostic services connected with the county-wide, low incidence programs of special education and for monitoring and supplementing on an "as needed" basis the diagnostic activities within Area Special Services Offices.

5.4 Special school principals of segregated schools exclusively for the handicapped, such as the currently operational programs for trainable mentally retarded. These principals would be under the line administrative authority of the County Director of Special Education and Services with staff consultative responsibility to the general Assistant Superintendent of the area in which they are located.

The Consultants believe that this proposed plan would result in several salutary improvements in the organizational structure of the System as it relates to providing programs and services for pupils with learning and behavioral problems: (1) It would blend together special education and pupil services. (2) It would more clearly define roles and duties of personnel responsible and accountable for programs and services for children who require interventions. (3) It would bring a greater degree of decision-making closer to the local level. (4) It should prove to be more effective in the implementation of the proposed continuum of programs and services.

Under this plan each of the Area Directors of Special Education and Services would be responsible for the operation of most of the special education programs within the area. These would include programs for EMR, SLD, ED, itinerant speech and hearing services, catch-up classes, and any newly developing modifications of past patterns which might grow out of the Project FOCUS approach. In each of these programs the responsibility of the central County-wide Office of Special Education and Services would be to provide coordination, similarity of program standards, a clearing house of pupil placement, etc., but would not entail direct service which could be handled at the area office level. One of the objectives of bringing the supervision and administration of these programs to the area level would be to place greater responsibility for the programs on the local building principal and to more solidly integrate all such programs into the mainstream, with services for such children becoming a part of a continuum of services provided for all children.

In contrast to the above mentioned programs there would need to be established somewhere within the county one or more centers to serve low incidence types of handicapping conditions such as TMR, orthopedically handicapped, etc. Wherever located, these programs would serve children on a county-wide basis and, therefore, the coordinative activity of the central Office of Special Education and Services would involve more administrative matters than would be the case in other programs. It is not suggested that these centers be segregated special schools but rather that they be operationally a part of a regular school building, and, therefore, under the direct administrative responsibility of the building principal. Where special schools already exist or are planned, those principals would work directly under the responsibility of the Director of County-wide Special Education and Services.

It is the expectation that this plan would bring a greater degree of decision-making closer to the local level. At the same time those making the decisions would have close at hand, consultative service regarding deviating children and the services they might need. The central county-wide special services staff would be concerned directly only with the severe extremes of pupil needs and services in which the local building administrator could not be expected to be able to deal most effectively.

It must be recognized that a shift from the currently existing program structure to the one recommended in this Report would have to take place over a period of time. During the process of change, it would probably be necessary to retain a slight surplus of staff in a central office for county-wide responsibility, with the expectation that as decentralization proceeds and supervisory staff adequacy in each of the area offices is gained, a corresponding diminishing of the central office staff would be possible.

Staff

Collection of Data

A variety of procedures were utilized by the Consultant team to collect information pertaining to the special education staff. Specific staff members were interviewed at the teacher, supervisory and administrative levels. Questionnaires were designed to survey attitudes and perceptions of selected aspects of the special educational program. As a supplement to this information gleaned from these structured interviews and questionnaires, much information was gathered in an incidental manner during school visitations and classroom observations. In addition much data were gathered via printed materials and documents that related to certification, recruitment and school organization and general administrative policy.

Observations

Any review of data relating to certification levels of the special education staff must reflect the differences found in the various areas of special education as reported (see Table 23). The data, revealed in this table, indicate that approximately 22 per cent of the special education teachers have advanced professional status with a master's degree or higher and that in excess of 72 per cent of the total special education teacher staff holds Provisional or Standard Teaching Certificates.

The advance degree status of teachers for the entire educational system was reported as 34 per cent as of March of 1969. This difference in the per cent of advanced degrees between the total teaching staff and the special education teaching staff may be attributed to many factors, but it was felt by the Consultants that the "infant stage" of some elements of the special education program may account for a major portion of this difference.

TABLE 23

TYPES OF CERTIFICATES HELD BY SPECIAL EDUCATION TEACHERS
BY PROGRAM AREAS
(1969-70)

Program	Type of Certificate				Total
	Provisional	Standard	Advanced Professional	Not Known	
Moderate Retarded	10	15	5	–	30
Mild Retarded (Elem.)	5	21	4	–	30
Spec. Learn. Dis. (Elem.)	12	24	12	2	50
Mild Retarded & Spec. Learn. Dis. (Secondary)	16	35	13	2	66
Auditory Hand.	2	6	3	1	12
Emotional Hand.	2	2	–	–	4
Visual Hand.	–	3	4	–	7
Orthopedic Hand.	–	1	2	1	4
Speech & Hearing Hand.	8	29	16	10	63
Total	55	136	59	16	266

The real significance of the data reflected in Table 23 would relate to the 21 per cent of the special education staff that is currently employed with less than standard professional certification. A further breakdown of those data reveal that the areas of moderately retarded (30 per cent), mildly retarded elementary (17 per cent), specific learning disabilities elementary (24 per cent) and secondary educable mentally retarded-specific learning disabilities (24 per cent) have the largest percentage of their staffs in this provisional area of certification. This shortage of certificated special education teachers in these special areas was further documented in a March 12, 1969 report relating to programs for the mildly retarded – specific learning disabilities, that listed the shortage of certificated teachers as one of the major areas of weakness.

The need for properly trained and certificated staff in special education was reported earlier (October 21, 1968) in a memorandum from the Assistant Superintendents of Administration and Instruction and Pupil Services addressed to the Members of the Executive Staff, that listed six major problems of special education as identified by the staff. Problem 2 was:

> Each September, school opens without all staff positions being filled by trained practitioners. This year, in the special education secondary program alone, five of the fifty-nine positions were filled by substitute teachers, and many other positions were filled by teachers who were not fully certified for special education. Under these conditions it is difficult to maintain that MCPS has a fully functioning special education program when some practitioners providing services are less qualified or no different from those serving regular programs.

MCPS appears to have an active recruiting program. Although there is great competition for special education teachers over the country, MCPS is in an enviable position to employ well-qualified personnel by virtue of its fine program and excellent salary schedule. The Consultants believe that more emphasis on recruiting special education teachers would reduce the need to fill positions with unqualified personnel.

The problem of certification of special education staff is not unique to the MCPS but is a national problem that has forced special educators to re-evaluate their methods for staff utilization. The current program proposal[1] being submitted by the Maryland State Department of Education describes some of the problems in this area.

In addition, and related to certification, would be the matter of staff retention. A review of Table 24 indicates that approximately 48 per cent of the special education teaching staff have less than two full years of special education teaching service in MCPS. A limited portion of this new staff may be accounted for in terms of program expansion but a significant number are replacements, indicating a rather low retention rate. It is important to observe that a large number of these new teachers are in the same special education area categories reported above as having minimal level of certification.

The shortage of personnel in special education may be attributed to many causes such as the rapid growth of the local population and expansion of programs for handicapped children in MCPS. But in addition to those general factors that relate to the entire field of special education, it is apparent that the self-contained segregated phase of special education reflects problems that are peculiar to this part of the program. The unique staffing problem related to the special class teachers may be attributed to several factors:

1. The general administrative pattern that provides for centralized supervision and local administration is not conducive to developing a feeling of belonging or being part of the team.

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[1] Maryland State Department of Education, A Design for a Continuum of Special Education Services, Baltimore, Maryland, 1969.

TABLE 24

NUMBER OF YEARS SPECIAL EDUCATION TEACHING STAFF
HAVE TAUGHT SPECIAL EDUCATION IN MCPS
BY PROGRAM AREAS
(1969-70)

Program	Number of Years							Total
	1	2	3	4	5	6+	Not Known	
Moderate Retarded	6	9	3	1	3	7	1	30
Mild Retarded (Elem.)	9	4	2	3	–	12	–	30
Spec. Learn. Dis. (Elem.)	14	15	4	6	1	8	2	50
Mild.Retarded & Spec. Learn. Dis. (Secondary)	17	16	7	4	7	13	2	66
Auditory Hand.	2	3	3	1	–	2	1	12
Emotional Hand.	3	1	–	–	–	–	–	4
Visual Hand.	1	–	1	1	–	4	–	7
Orthopedic Hand.	–	–	1	–	–	2	1	4
Speech & Hearing Hand.	14	11	7	4	2	15	10	63
Total	66	59	28	20	13	63	17	266

2. Difficulties that are related to special classrooms being transferred from building to building; or to use the local phrase – ''being bumped''.

3. The feeling of aloneness that many special class teachers experience when they do not feel a part of the total school program. This feeling may be attributed to inconsistency of integrating special class pupils into the regular program and in some instances, the lack of understanding of the program by the building administrator.

4. The lack of supportive services to facilitate the implementation of a prescriptive-type educational program.

A questionnaire was prepared and distributed to all special education teachers to determine some of their feelings and attitudes about the program. (see Appendix C) One of the significant findings was that a large number of the teachers expressed a desire for more opportunities for professional development. It was altogether clear that limited provisions were made for the professional staff to participate in in-service programs designed to promote teaching competencies and a better understanding of the program.

The Consultants were interested in the role of the teacher aides in special education. It appeared that these personnel were responsible for a number of different functions and that their roles were established, in large part, by the individual teachers to whom they were assigned. In general, the aides assisted the teachers in a variety of non-instructional-type activities although in several instances it was noted that they were engaged in direct teaching. The Consultants recognize the value of these personnel in a program of special education and believe that their contributions can be improved when guidelines of functions are established and in-service programs are provided.

In evaluating the special education staff, as a whole, the Consultants were favorably impressed. In general, the teaching staff was composed of people who were deeply dedicated to their mission. The Consultants observed many good lessons in the classrooms. It appeared that, in most instances, there was a fine relationship between teachers and pupils and that morale was generally high.

MCPS is fortunate, too, in having in its ranks a superior group of administrative, supervisory and supporting personnel staff. The Consultants learned to know these people well and were deeply impressed with their professional skills and personal qualities. While there have been circumstances which may have hampered the most effective deployment of their services, the Consultants believe that they have made significant contributions to the program.

Recommendations

1. We recommend that provisions be made for a comprehensive, ongoing in-service program for all special education teachers and supervisory staff. From what the Consultants learned only sporadic efforts had been made to provide this significant service for teachers. The program should consist of: (1) Orientation for all new teachers at the beginning of the school year. Several days

prior to the opening of school could be designated for this purpose; (2) Periodic teacher meetings where instructional matters and innovative ideas could be reviewed and discussed; (3) Institutes and workshops designed around important themes; (4) Demonstration lessons conducted by master teachers; (5) Visiting days for teachers to observe superior teachers in the classroom; (6) A centrally located professional library with current periodicals and books; and (7) Curriculum development. Budgetary provisions should be made to provide for released time for teachers, honoraria for speakers, purchase of materials and rental of facilities where necessary.

2. We recommend that efforts to recruit well-prepared special education teachers be intensified. Notices sent directly to the chairmen of special education departments in the colleges, with brochures and dates of the campus visit, is helpful. Including a member of the special education department on the recruitment team can be beneficial. Recruitment efforts should be started early since special education students are in short supply and are bombarded with offers.

3. We recommend that the number of Teacher Aides be increased from the present ratio of 1:25 special education pupils in special classes to 1:15. This would provide, on the average, approximately two Aides for three special education teachers in special classes. A list of specific responsibilities for Teacher Aides should be prepared so that their services could be utilized most effectively. In-service programs should be organized for Aides to assist them in understanding their role and how to perform their functions.

4. We recommend that the responsibilities of special education staff with titles of Supervisor, Teacher-Specialist, Coordinator and Teacher-in-Charge be clearly defined, that individuals be employed who possess competencies commensurate with the responsibilities, and that the pay schedule be consistent with the level of responsibility and competency of the staff member. As stated above the Consultants were impressed with the skills of each of the special education central office staff personnel but were perplexed with the varying titles as they related to responsibilities and salary. The concept of the Teacher-Specialist is laudable but the time limit of two years should be explored to determine whether this period should be lengthened to three or four years to permit the person to be maximally effective.

5. We recommend that the Departments of Special Education and Personnel Services consult with teachers who do not possess certification in special education for the purpose of assisting them in working toward this goal.

6. We recommend that MCPS expand its cooperative programs with teacher training institutions such as the University of Maryland and George Washington University. The changing role of the special educator will require that the base for preparation and certification be broadened. A State committee, composed of special educators in Maryland, has been organized to plan for the extension of teacher preparation programs to include specialists as identified in the new continuum of special education services. The Department of Special Education at the University of Maryland and other colleges are making plans for this change.

Pupils

Collection of Data

The Consultants interviewed teachers, Supervisors, psychologists, pupil personnel workers and parents for the purpose of determining how pupils were identified and placed in the special education programs; the effectiveness of the case management procedures; the procedures for evaluating pupil progress for possible re-assignment to regular grades; and how many handicapped boys and girls were assigned to private placements. Memoranda, brochures, reports, and other documents were also inspected.

Observations

A review of memoranda between personnel of the Montgomery County Schools reveal that there has existed for a long period of time a grave concern over the effectiveness of the screening, referral, and placement procedures used for handicapped pupils in special education programs. The concern expressed in the various documents and verbally to consultants is, in general, related to the amount of pupil services personnel time which is expended in the process of preparing an individual case for the appraisal and placement conference conducted by the Office of Pupil Appraisal. The time expended on cases, on the average, has been estimated as approximately 36 hours. Further, it has been estimated that the processing of special education applications consumes 80 to 85 per cent of the time of the professional staff assigned to pupil personnel services. Most of the time is spent on identification of pupils in the areas of mildly retarded and specific learning disabilities. These two groups of handicapped pupils constitute over 75 per cent of the approximately 1,200 new placements in special class programs for the past three years.[1] Additional concern was expressed over the fact that a high percentage of pupils needing special class placement were not so placed until they reached the secondary school level. A review of the Department's status reports for the past three years revealed that this concern had real basis since approximately 25 per cent of pupils placed in special education programs were at the secondary school level. Reference was also made to long elapsed time, sometimes as much as six months, between referral date and the date a case is finally sent to the Pupil Placement Office.

A number of staff personnel expressed concern to the consultants over such matters as (1) the number of people involved in the initial data collection process, (2) whether the placement of mildly retarded and specific learning disabilities pupils could be done as effectively at the district level as by the Pupil Appraisal and Placement Office, and (3) if the procedures for identifying the handicapped at the local school level were as effective as could be expected. In short, there was great concern and much questioning of the total screening, referral, diagnostic and placement procedures. Based on observations, interviews, and reports the Consultants feel strongly that the present procedures are inefficient, costly, and unnecessarily complex. Further, the Consultants seriously question whether the Special Education Supervisor of Appraisal and Placement should undertake the super-evaluation of data which had been collected by others.

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[1] MCPS, Status Reports on Special Education for 1966-67; 67-68; 68-69, pp. 14, 15, 16.

The Consultants were unable to secure sufficient data which would permit an evaluation of the effectiveness of case management procedures utilized within the school system and with outside agencies such as the courts, Health Department and Vocational Rehabilitation. However, opinion expressed by various School personnel left the impression that the school system attempts to work openly and freely with each of these outside agencies but that communication and resultant exchange of services is not always sufficient to meet the complex needs of handicapped pupils.

Several pupil personnel workers expressed concern over what their role was and what it should be. One expressed his feelings: ''Psychologists seem to be dabbling in everything. Now we are getting the elementary school guidance counselor. I guess our role will be to take care of whatever is left over.'' Others reported that principals did not always understand their attempts to keep a pupil in his home school and frequently sought to alleviate problems by insisting that the pupil be transferred to another school.

It has been said that the doors of special education should ''swing both ways'' e.g., pupils should be admitted and released with equal facility. If the ''exiting'' procedures are to be effective it is essential that definite methods be employed for continuous informal and periodic formal evaluation of pupils enrolled in special education. Criteria for determining when the pupil is ready for re-assignment must be established and teachers, psychologists, pupil personnel workers, and supervisors should participate in the process. When children are re-assigned a follow-up to determine their adjustment in the new placement should be maintained for a reasonable period of time to guard against the possibility of failure.

The Consultants found that the total process of re-evaluation, re-assignment, and follow-up varied markedly throughout the special education program. In most instances, the teachers were engaged in continuous informal evaluation of their pupils but did not have precise criteria to assist them in determining when children were ready to be released. Psychologists and supervisors aided teachers when requested, but this service was limited because of the shortage of such personnel. So far as the Consultants could determine there was no consistent, formal procedure whereby pupils were re-evaluated on a regularly scheduled basis. Nor did there appear to be any plan for follow-up of pupils who were re-assigned to regular grades or other programs.

It was reported that there were over 700 handicapped pupils residing in Montgomery County who were placed in private schools and classes. Precise data on reasons for such placement or cost to the school system were not available. It should be noted that placement of handicapped pupils in private facilities has not been the responsibility of the division of special education. Further, in many such placements in the past, the Office of Special Education was not consulted regarding the ability of the system to provide a suitable special education program for the child in question. While there are always pupils in every school system who need services and programs which a public school cannot easily or economically provide, it appeared to the Consultants that the number of pupils in private placement was excessive. The Consultants question a placement procedure that does not utilize some pre-determined

specific set of guidelines or stated philosophy to direct decision making, as well as the practice of placement, without consultation with the Department of Special Education. It was not possible to learn if any re-evaluation of the private placement was carried on after placement was effected.

Recommendations

1. We recommend that a thorough study be initiated to determine the most effective procedures for the identification and placement of handicapped pupils requiring special education programs and services. One part of the study would deal with the establishment of appropriate criteria for placement in the program in terms of type and level of handicapping condition. The study would also determine guidelines for referral of children, appropriate screening and assessment procedures and services, and a systematic procedure for placement of pupils in the appropriate program.

2. We recommend that systematic programs for pupil re-evaluation, re-assignment, and follow-up be developed for all programs in special education. This would include periodic psychological, medical, social and academic assessments to determine whether the pupil is best placed in his present assignment, should be re-assigned to another program or released to the regular grades. The interval between these formal re-evaluations would vary depending on the type and level of the handicapping condition. At the same time, informal assessments of children by teachers would be continuous and opportunities should be provided for teachers to refer children for re-evaluation whenever evidence would support the possible need for a change of assignment for a pupil. When it was determined that a pupil should be re-assigned, procedures for handling this matter should exist which would permit an early transfer. A plan for follow-up of pupils in the new assignment should be arranged so that their adjustment could be checked periodically.

3. We recommend that the present policies for placing children in private placements be re-examined and that the responsibility for counselling parents in this matter be under the direction of a staff member in special education.

Auxiliary Personnel and Services

Collection of Data

The significant role of auxiliary or supportive personnel in the educational enterprise has been well established. These are the people who bring their special skills to the schools and classrooms to assist administrators and teachers in solving some of the educational problems that cannot be handled by the school staff. To obtain information in this area the Consultants interviewed staff at the administrative, supervisory and teaching levels as well as pupil personnel workers, psychologists, counselors, transportation personnel and others.

Observations

One general conclusion emerged from the information gathered: there was an acute shortage of qualified individuals required to manage these important responsibilities in special education. Nearly all of the persons interviewed expressed the need for more psychological services. According to a report[1] there were 18 psychologists assigned to six area offices to serve about 120,000 children. In addition, three psychologists were assigned to the Department of Special Education to work with nearly 2,000 handicapped boys and girls. These ratios are considerably below recognized standards. As a consequence, the essential services of these individuals are diluted to the level where effective diagnostics cannot be performed for children who have learning and behavioral problems. Reference to the lack of diagnostic services for pupils in special education programs has been made in other sections of this report. The Consultants believe that this deficiency requires correction to assure that handicapped pupils are appropriately placed in the total school program and that they are given the special assistance necessary for their needs.

Pupil personnel workers in MCPS appear to perform a variety of services. Boys and girls are referred to them when their problems are of such a nature as to require some kind of special adjustment. The pupil personnel worker serves as a member of a team to decide what educational placement and services are required to effect an adjustment for the pupil. While not all of these children require special education it is estimated that up to 30 per cent of children referred may possess handicapping conditions of such magnitude as to need special educational management. As of FY 1968-69 there were 30 pupil personnel workers serving 120,000 children - a ratio of 1:4000.[2] This represents a load of such proportions that it is questionable whether they can effectively conduct their responsibilities. Perhaps this is one of the reasons that handicapped pupils, when placed in special education classes, are removed from the list of children whom they serve. The consultants noted a serious lack of understanding on the part of pupil personnel workers and special education staff concerning their mutual responsibilities. It is evident that communication between these two departments should be improved and role definitions clarified.

Transportation services for handicapped children has been discussed elsewhere in this report. While the problems in this area are extremely complex the Consultants believe that the transportation personnel have worked diligently to develop good services. It appears that good working relationships exist between the two departments and that most problems are handled in a cooperative fashion. In a report prepared by an Advisory Committee[3] 15 recommendations were proposed which, if implemented, would enhance transportation services for handicapped children.

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[1] MCPS, Choices for Our Children, September, 1968.

[2] Ibid., p. 31.

[3] MCPS, A Report of the Advisory Committee on Safety, Welfare, and Convenience for Children in Travel Between Home and School., June 23, 1969. pp. 9-10.

School medical services are provided through the County Health Department. Medical and nursing personnel are assigned to schools in geographic areas and perform a variety of consulting services including serving on teams to evaluate educational and medical needs of children and determine appropriate school placement. Some concern was expressed in the shortage of health services in some of the special education programs such as speech and hearing, emotionally disturbed and specific learning disabilities. The need for more extensive consulting psychiatric and nursing services were expressed.

Unfortunately the Consultants were not able to collect sufficient information about the services of counselors, school social workers and community workers, in regard to special education, to form any definitive conclusions. Further investigation should be undertaken since these personnel have essential roles to play in special education and their specialized services can make significant contributions to the program.

In summary, the Consultants addressed themselves to the basic questions relating to effective use of supportive services and to whether there was sufficient staff to provide these services. It appeared that more personnel would be required if these essential services were to be performed in an adequate fashion.

Recommendations

1. We recommend that more psychologists be employed to reduce the present ratio of 1:6000 to approximately 1:3000 pupils. This increase in psychological services would permit a more comprehensive coverage of pupils with special problems and allow for a better program of evaluation among the handicapped pupils enrolled in special education programs and services. If the recommendation of the Consultants is implemented in regard to re-organization those psychologists would be allocated to the Area Special Education and Services Offices: nine per office (4 offices) or six per office (6 offices). The remaining number would be allocated to the County-wide Office of Special Education and Services.

2. We recommend that the role of pupil personnel workers, in relation to special education, be clarified. This is of special significance in view of the proposed recommendation for the blending of special education and pupil services (see: Organization).

3. We recommend that the proposals contained in the Advisory Committee Report on Safety, Welfare, and Convenience for Children in Travel Between School and Home (pages 9-10) be given careful consideration. The Consultants were impressed with the quality of the study and believe that the recommendations, if implemented, would markedly improve transportation services for handicapped children.

Housing and Physical Facilities

Collection of Data

To obtain information concerning the special education schools and classrooms in MCPS the Consultants visited a number of sites, interviewed supervisors, principals, and teachers, and obtained information through a questionnaire distributed to all

special education teachers. Interviews were also held with a member of the Division of Planning and members of a committee assigned to study the problem of special education housing. A number of documents and reports were also reviewed.

Observations

Based on all of the data collected the general conclusion may be drawn that the school and classroom facilities are, in most instances, of high quality. The special schools for moderately retarded children are superior to most buildings found in the United States for these boys and girls. The Concord School, particularly, can be cited as being an outstanding example of an excellent facility for retarded children. Among other features is a closed circuit television system. The Rock Terrace School for multiply handicapped children is quite functional and serves its purpose well.

Most of the handicapped pupils were housed in special classrooms located in regular grade buildings. According to a report there were 88 special education classrooms in elementary schools and 62 in secondary schools for FY 1968-69, in addition to the special schools.

The questionnaire, which was sent to all special education teachers, included questions about the quality of the classrooms. Approximately 85 per cent of those who responded indicated that the rooms were of sufficient size to conduct the instructional program, were well-located in the building and were appropriately lighted and ventilated. Although a majority of the teachers responded affirmatively to the question concerning sufficiency of blackboard space, book shelves, storage cabinets and electrical outlets, approximately 25 per cent reported some inadequacies in these items.

Of some concern is the geographical location of the classroom or school in relation to the residence of the special pupils. Ideally the facilities should be centrally located for the majority of the pupils enrolled so that travel time would be reduced to a minimum. While it appears that reasonable efforts have been made over the past several years to meet this criterion the objective has not been realized in a number of instances. The reasons for this failure are several fold:

1. In determining the location of a special education classroom or classrooms priority was frequently established on the number of regular grade children attending the school. That is, if a given school building was ascertained as ideally located for the special education pupils residing in that area, the determination of whether classrooms for these pupils would be allocated would often depend on the number of regular grade pupils enrolled in the building. The rationale for this decision was that it is more feasible to transport special education pupils than require regular grade children to attend another school.

2. Principals may prefer not to have special education classes in their buildings.

3. In some instances, it has been reported, residents of the community may be prejudiced against certain types of handicapped children being enrolled in the school.

The present procedure for determining where special education classrooms will be located is:

1. The Director of Special Education determines the need for special education classrooms based on the number of children enrolled and on the waiting list.

2. This information is transmitted to the Director of the Division of Planning where determination of available classrooms is made.

3. This information is sent to the Area Directors and the Director of Special Education.

4. The Area Director and the Director of Special Education negotiate with the principals concerned.

Another disturbing problem is the present practice of moving special education classes from one building to another when space becomes scarce because of increased enrollments of regular grade pupils. Special education teachers, responding to the questionnaire, expressed considerable concern about this matter. Over 50 per cent reported that the lack of permanency of location in the buildings has created poor morale in the teaching staff and many problems with pupils and parents. It appears that some special education teachers have sought other assignments because of having been forced to move on several occasions.

Recognizing the importance of the total problem of providing appropriate housing for special education pupils, a special committee was appointed in 1968 to study the matter and prepare recommendations. After a number of meetings the Committee prepared a series of recommendations and guidelines[1] designed to methodize procedures for housing handicapped children in schools. The Consultants believe that the proposals outlined in this report deserve careful consideration and that, if implemented, would serve to bring more order into a rather confused situation.

Recommendations

1. We recommend that a study be undertaken to determine, within reasonable limits, the number of handicapped children of school age residing in Montgomery County for which specially designated classroom space would be required. Using these figures as a base, a projection should be made of classroom needs for at least five years in the future. From these data a long range plan should be developed for the strategic location of special education classrooms. The plan should include space in new buildings where indicated. In developing long range plans for space allocations primary consideration should be given to (1) nature of the educational program and educational objectives, (2) number of children to be

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[1]Memorandum from Philip J. Stromowsky to Joseph J. Tarallo, September 24, 1969.

housed, (3) residence of the pupils, (4) facility of transporation, and (5) reasonable permanence of the space for special education. To the extent feasible classrooms for high incidence handicapped children should be planned on an administrative area basis, with low incidence children being programmed on a county-wide basis.

2. We recommend that, wherever feasible, space allocations be provided for locating groups of special classes (3 or 4) in a single building. This would facilitate grouping of children for effective instruction, provide program flexibility, permit joint use and exchange of special materials and equipment, and reduce the feeling of isolation on the part of teachers and pupils. Classrooms should be appropriate for the instructional program.

Budget

Collection of Data

In attempting to respond to questions related to the budget and its implications to the special education program the Consultants elected to respond in a subjective and objective way.

The subjective evaluations related to general observations and evaluations of the total program. Additional data were obtained via questions directed to various staff members. For example, teachers were asked: "Do you feel that sufficient money has been budgeted for supplies?" In the main the responses were in the affirmative with a qualifying statement relating to a time delay in receiving equipment and supplies. Similar questions were posed to administrative and supervisory staff. The responses at these levels were somewhat more guarded, describing limitations in terms of additional staff needs, but in general it was felt that the budget was sufficient to carry out the special educational program.

In attempting to review the budget in a more objective manner the consultants studied the documental data reported in the budget request for fiscal year ending in 1970.[1] In addition to these data, additional information was obtained through interviews and communications with various administrative and supervisory personnel.

Observations

There are many factors that make it impossible at this time to truly measure the efficacy of the MCPS educational budget. The complexity of the budget; inter-divisional utilization of staff, materials and equipment; and lack of specific evaluative criteria would limit any objective cost analysis of the budget. In an

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[1] MCPS, Budget Requests Operating Expenditures for School and Fiscal Year Ending June 30, 1970, February 1969.

effort to be more objective in this evaluation the Consultants attempted to relate the per pupil expenditures of MCPS to other selected school districts of the nation. The Consultants were aware of the many limitations in attempting to interpret this type of data, but it was felt that this procedure would at least provide a form of relative data that might be of some general value.

The following is a sampling of per pupil instructional costs reported from the states of New York and Pennsylvania. The data were given in terms of the relationship of the costs of these special education programs to the regular per capita costs within the school areas questioned. It was felt by the Consultants that this ratio, reflecting regular and special education costs, would provide a more realistic basis for comparisons than the actual cost figures which would reflect many other ramifications of the educational program.

The following statistics for New York State, broken down in terms of the educable mentally retarded (mildly retarded), the trainable retarded (moderately retarded), and physically handicapped are provided. For the mildly mentally retarded, with 54 units reporting, the index ranged from 1.12 to 2.20. That is, the low cost for EMR was 112 per cent of the costs for regular children and the high was 220 per cent of costs for regular children. Since the extremes in this range might be expected to come from counties of small size, having very few children, it would be more meaningful to look at the data from more urban counties with programs similar to MCPS. In these, the indices were as follows: New York City, 1.50; Erie County (including city of Buffalo), 1.57; Monroe County (including city of Rochester), 1.62; Westchester County (suburbs of New York City), 1.43.

For moderately mentally retarded, with 31 units reporting, the indices raged from 1.43 to 10.50. The more populated areas reported as follows: New York City, 1.75; Erie County, 1.83; Monroe County, 1.75; Westchester County, 1.82.

For the physically handicapped, with 26 units reporting, the indices ranged from 1.05 to 22.00. In the more populated units the indices were: New York City, 3.50; Erie County, 2.00; Monroe County, 1.75; Westchester County, 2.50.

Cost indices of special education programs in selected counties in Pennsylvania for the school year 1967-68 are shown in Table 25.

TABLE 25

LOW AND HIGH SPECIAL EDUCATION COST INDICES, BY TYPE OF PROGRAM, AS REPORTED BY SELECTED COUNTIES IN PENNSYLVANIA FOR THE YEAR 1967-1968

Type of Program	Cost Indices		Number of Counties Reporting
	Low	High	
Moderately Retarded	1.66	4.95	56
Mildly Retarded Elem.	1.17	2.76	38
Mildly Retarded Sec.	.87	3.05	34
Physically Handicapped and Brain Damaged (SLD)	.44	5.96	28
Deaf and Hard of Hearing	2.52	4.91	9
Blind and Partially Sighted	2.35	7.30	5
Socially and Emotionally Disturbed	Not reported	10.91	29

To compute the approximate cost index for special education in MCPS for FY 1968-69 the following data were used: (1) per capita cost for special education pupils in special classes = $2,549 and (2) per capita cost of regular grade pupils = $808. This yielded an index of 3.15.

While it is hazardous to compare educational cost data between different school systems because of diverse accounting procedures, it would appear that an index figure of 3.15 for special education in MCPS is not markedly out-of-line with data from other school systems.

The State of Maryland contributes to the cost of educating handicapped children by providing reimbursement to school systems:

(1) $800 per child classified as severely handicapped

(2) $200 per child classified as mildly handicapped

(3) $50 per child in itinerant teacher programs

(4) $128 per all MCPS students

Calculations were made to discover the approximate amounts and percentages of costs contributed by the State to MCPS for the program of special education. It was estimated that approximately 85 per cent of the 1,825 pupils enrolled in special classes would be reimbursed at $800 per child with the remaining 15 per cent at $200 per child. This would provide an average reimbursement of approximately $710 per child. With the additional $128 basic aid the total reimbursement from the State would be approximately $838 leaving a balance of $1711 per child as cost to MCPS. Using the per capita cost figure of $2,549 it is shown that State funds support approximately 33 per cent of the costs for boys and girls enrolled in special education classes in MCPS.

The method for calculating reimbursement appears to be relatively well thought out in terms of distributing the burden of costs between the county and State. It also provides a degree of freedom in the expenditure of funds and a high degree of flexibility in programming.

It would appear from both a subjective and objective point of view, as described in this report, that there are sufficient funds to support a relatively comprehensive special education program. It is anticipated that as further progress is made in the utilization of the PPBS a more specific budget can be designed that will lend itself to a more detailed evaluation in terms of cost-effectiveness. It is also anticipated that planning for the adoption of this new system will also establish a new and better plan for budget preparation and control.

Community Resources

Collection of Data

The purposes of many community agencies and organizations have elements in common with the schools. Where such mutuality of purpose exists it is essential that cooperative efforts be harnessed to exploit the contributions of all concerned with children and youth. Since it was not possible to explore, in detail, the extent to which all of the community resources were being used, this report is based on interviews with individuals from several agencies and reports from staff on others. The Consultants found that there existed in Montgomery County a wide array of community groups and that good cooperative relations had been developed between many of them and the schools.

Observations

The School Health Division of the Montgomery County Health Department provides a variety of services to the schools. Ten physicians are employed by the Health Department to serve in the schools. Each doctor is assigned to 18 to 20 schools by geographic areas. Their primary responsibilities are to serve as medical consultants.

Over fifty school nurses are assigned to schools. At the elementary level the nurses serve from two to four schools while at the secondary level each school has the assistance of a full-time nurse. They provide a variety of services such as: accept referrals for health services, confer with parents, participate as a member of school team in evaluation of pupils, assist in obtaining medical services, etc.

The Health Department and MCPS conduct an annual health round-up culminating in a conference with parents of children with health problems. Referral to private physicians or clinics are made where indicated.

Recently a pilot program was designed for early identification of children with handicapping conditions. This program was conducted with boys and girls at the three to four age levels. With the increasing emphasis on early childhood education, continued efforts in this direction are clearly indicated.

A fine program for bridging the gap between the schools and the world of work has been developed in cooperation with the Vocational Rehabilitation Agency. Personnel from this agency have been assigned to assist the staff of the Rock Terrace School in preparing pupils for jobs in the community or sheltered workshop and in finding appropriate job placement. The Consultants understand that this program is very effective and believe that arrangements of this nature might well be expanded to include older handicapped pupils in other school situations.

Cooperative working relationships have also been developed with the Department of Social Services, Juvenile Services, Easter Seal Treatment Center, United Cerebral Palsy Center, and many other agencies and organizations too numerous to list in this report. In addition, Braille services are provided by a group of women who volunteer their services in the preparation of instructional materials for blind pupils.

There are a number of parent organizations comprised of individuals interested in and concerned with the education of handicapped children. These groups have been helpful to the schools in many ways and stand ready to assist in improving the program of special education. As stated in another section of this report, the Consultants believe that additional efforts might be directed toward the improvement of communication with these organizations. When a mutuality of goals is determined and procedures for working toward these goals has been established it is likely that the program of special education can be enhanced.

With the abundance of agencies and groups in Montgomery County the school system has, indeed, a rich supply of community resources upon which to call for services. One of the problems is to identify all of the groups and become familiar with their goals and purposes. In October, 1968 the Montgomery Health and Welfare Council published a directory of agencies and organizations.[1]

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[1] Rainbow Directory, Montgomery Health and Welfare Council, 8510 Dixon Avenue, Silver Spring, Maryland, 1968.

This directory included listings of several hundred groups with the title and address of the agency and the name of the president or director. This is an excellent source of information for educators and others. Since teachers, counselors and pupil personnel workers are interested in finding those community resources particularly suitable for assisting children it would be helpful if an annotated list of these agencies could be supplied.

Recommendations

1. We recommend that a Special Education Advisory Council be appointed by the Superintendent of Schools. This Council would be composed of selected representatives of parent groups and other parents of handicapped children, community agencies and the school staff. The primary purpose of this Council would be to study ways in which cooperative working relationships between the Department of Special Education and community agencies and organizations could be strengthened and the program enhanced. Recommendations of the Council would be submitted to the Superintendent.

Parents

Collection of Data

Educators have long realized the importance of establishing and maintaining good communication and relationships with parents of children enrolled in the schools. Parents constitute an essential element in the total process of education and can contribute markedly to this process when given the opportunity to serve as a member of the educational team. This is not to say that the professional educator abdicates his responsibilities but rather that he opens channels of communication for the purpose of assisting the parent in supplementing the educational program. This is particularly important in special education where children generally present unusual learning problems.

To determine the feeling and attitudes of the parents of handicapped children in the Montgomery County Schools the evaluation team interviewed a number of parents, attended several parent meetings and met with representatives of parent groups interested in exceptional children. While it is unlikely that the parent participants in the study constituted a representative sample of all parents of handicapped children it is possible to draw certain tentative conclusions from the findings.

Observations

The Study revealed a wide divergence of feelings and attitudes, on the part of parents, concerning the MCPS special education program. At one end of the continuum there were parents who expressed complete satisfaction. These people believed that the school administrative and teaching staff was providing appropriate learning experiences for their children and that the lines of communication between the school

and the home furnished ample opportunities for full understanding of the program. In general, these were parents of children enrolled in programs for the visually handicapped, speech therapy, home instruction, and the moderately retarded.

However, there were many parents, perhaps the majority of those interviewed, who voiced varying degrees of dissatisfaction with the program. While it would be an over-simplification to conclude that much of the discontent stemmed from poor communication between schools and parents, the consultants believe that this was one of the maj r contributing factors.

There were a number of parents who expressed dissatisfaction with the pupil reporting system. They felt that the report card, designed for non-handicapped pupils, failed to provide them with sufficient information about the progress of the children both in learning and behavioral adjustment. Some of the parents stated that they had difficulty in obtaining information about the child's adjustment in school from the principal, counselor, or teachers. They claimed that the school staff were unwilling to spend time with them or provided only minimal information.

Some parents expressed concern about their inability to participate in program planning for their children. They claimed that the school staff was not interested in listening to their suggestions for program improvement. Others stated that the school system was not providing appropriate programs for certain types of handicapped children and that the importunings of the parents fell on deaf ears. Some parents charged that, because of the failure of the school system to provide a full range of special education programs, many children were enrolled in private schools or classes. It was not possible for the consultants to discover why there were over 700 handicapped pupils enrolled in private placements. However, it might be deduced that the parents' statements, in this regard, were factual.

It was the impression of the consultants that some of the parents with children enrolled in classes for the mildly retarded and learning disabilities believed that these boys and girls could not return to the regular grades. "Once in special education - always in special education" expressed the feeling of these parents. It appeared that they had been told, in some instances, that placement would be limited to short periods of time during which the child would be given the opportunity to "catch up" after which he would be returned to his regular grade.

Since the Consultants were unable to obtain opinions from a large sample of parents of handicapped children the conclusions must be considered as tentative. However, it is possible to infer that there was an appreciable number of parents who are dissatisfied because they felt that: (1) the lines of communication with the school principals and teachers were inadequate, (2) the policies of the program of special education were not clear, (3) the school system had not provided a complete range of programs and services for handicapped children, (4) parents were not given sufficient opportunity to assist in program planning, and (5) children enrolled in some of the classes were not evaluated in a systematic fashion and, as a consequence, were not returned to regular grades when evidence might support a transfer out of the program.

The Consultants were very favorably impressed with the sincerity and conviction shown by the parents during the interviews and meetings. Although they were distressed with some aspects of the program they were ready to praise other components of special education. Without exception these people expressed their desire for a quality special education program in MCPS and their willingness to contribute their assistance in the realization of this goal.

Recommendations

1. We recommend that communication between parents of handicapped children and various elements of the school system (special education teachers, supervisors, and administrators; school principals; psychologists, etc.) be improved. Procedures to implement this recommendation might include: (1) development of a more comprehensive system of reporting pupil achievement and adjustment, (2) arrangement for periodic meetings with parents through the PTA or other means, and (3) distribution of reports (brochures, newsletters, etc.) which would provide pertinent information about special education.

2. The report card system of reporting, while helpful, generally provides minimal information to parents concerning the progress of the child in the school. Some school systems have designed additional procedures for informing the parents which include: (1) Scheduled days for parents to visit the school and talk with teachers. This is most effective when arrangements are made for the parents to talk personally with teachers for periods of 15-30 minutes. (2) Home calls by teachers. This has proved to be very helpful in some school systems since it provides an opportunity for the teacher to meet and talk with parents in the home setting.

Communication

Collection of Data

A question has been raised, in the designing of the evaluation study, regarding the quality of communications in MCPS concerning the special education program.

In an effort to assess the quality of communications, interviews were held which primarily focused upon the degree to which people felt they maintained an awareness for what was going on in the system under the general name of special education. Many of the impressions regarding communications were gained accidentally by the survey team when in conference with persons regarding other matters. It was felt that the communications system is, to a large extent, tied to and a function of the administrative organizational structure. For example, if a teacher of a special class in a regular school building in the county feels that she is somewhat cut off from central office support and at the same time feels that her building principal is poorly attuned to the needs of her children or the objectives of her program, this condition can be construed as a problem both in organizational structure and in communications.

In addition to miscellaneous interviews, a questionnaire (Appendix B) was sent to all the building principals, which dealt, in part, with the principals' perception of the communication system. Eight questions were asked, soliciting the principals' opinions regarding the adequacy of understanding on the part of building principals, regular classroom teachers, regular class pupils, and the general public, concerning the special needs of various types of exceptional children and the understanding of objectives of the various programs serving them. Other questions solicited the principals' opinions as to the overall quality of communications regarding special education as compared to other programs in the school system and with alternate means of enhancing the clarity of understanding regarding the needs of children and the objectives of programs.

Observations

From a variety of sources, the general impression was gained that fragmentation of efforts to serve handicapped children through different offices and departments have created some confusion on the part of the persons at the grass roots level as to what special education is all about. This situation was pointed up by responses from the principals to the questionnaire. Only 58 per cent reported having an adequate understanding of the special needs of handicapped children and 54 per cent of program objectives. About 30 per cent saw building principals as needing some improvement in their understanding of special needs and program objectives, while 14 per cent considered their understanding to be severely lacking and needing considerable improvement.

The format of the questionnaire was intentionally designed to ask each principal to make judgments in terms of school principals as a whole, regular class teachers as a whole, etc. It was found that many respondents were unwilling to answer on that basis, being only able to speak for themselves and not wishing to generalize to the group as a whole.

The principals who reported were much less optimistic about the quality of the understanding of regular classroom teachers regarding the special needs and program objectives for handicapped children. Less than 27 per cent thought that teachers' understandings were very adequate for most reasonable purposes. About 39 per cent thought that teachers' understandings needed some improvement and another 34 per cent indicated a need for considerable improvement. A difference was noted, between those principals having special classes in their buildings as opposed to those having only itinerant services, with the former claiming greater adequacy of understanding on the part of both themselves and their regular teachers.

While the format of the questionnaire did not specifically raise the issue, this would seem to imply that principals saw a need for regular classroom teachers to somehow become better informed as they themselves had been.

The level of understanding on the part of regular class pupils and the general public was seen by the principals as being even more lacking, although the question was raised as to whether there was really any great need for quality of understanding on the part of these populations who are not "really involved." While it is reasonable to point out that such persons could not be expected to be well informed, there would seem to be other implications if such a condition is perceived as being unimportant.

In talking with parents the Consultants discovered that the communication system between schools and parents was viewed as inadequate. While not universal, the general attitude seemed to be that principals were not willing nor capable of responding to inquiries regarding special education. It is not altogether clear to the Consultants why this communication barrier existed. However, it is generally agreed that the principal has the responsibility of being informed about the total program in the school and takes all of the necessary steps to communicate effectively with his constituency.

The question dealing with the overall quality of communications regarding special education in the school system resulted in only seven per cent perceiving special education communications as better than that in most other programs, 41 per cent seeing those communications as poorer than in other programs, and 51 per cent perceiving the situation to be about the same in special education as with everything else in this school system. Principals having special classes in their building tended to see communications as being poorer than did those who have only itinerant services.

The general impression can be gained that the school principals tend to see a need for something which would better communicate the relevant issues about special education to persons such as regular classroom teachers and others who are not usually directly involved.

A major issue which must be confronted when dealing with the perceived needs and program objectives for any minority population, including handicapped school children, is whether they are best served by a communication approach which spotlights their situation and secures extraordinary services for them at the possible expense of adding to the social-psychological problem of increased stigma, or whether it is better to take steps which endeavor to de-emphasize the "specialness" and maximize the benefits to the minority group member of being perceived as a full status member of the mainstream population. When considering the question of communication regarding a special education program in a school system, this is an issue which must be raised.

One item on the principal's questionnaire asked for the respondent to indicate a preference on this matter. Twenty-two per cent felt that the clarity of understanding regarding the needs of exceptional children and the objectives of the program would best be enhanced by more extensive use of communication media by the central office while 16 per cent recommended more emphasis on consultation by central office specialist personnel. The question format offered two alternatives in terms of organizational change which might have an effect on communication of understanding. Twenty-five per cent recommended an organizational change which would give increased

"spotlighting" of special education children and services, while 36 per cent preferred an organizational change which de-emphasized "specialness" of special education children and services. Those principals having special classes in their building tended to particularly favor this de-emphasizing of specialness, while other principals saw comparatively greater value in spotlighting the program.

This item would seem to indicate a wide variety of opinion with no clear majority as to how communication could best be improved. However, the trend toward organizational change which would de-emphasize the separate specialness of special education and integrate the programs into the mainstream to a larger extent, appears to be consistent with the preference on the part of principals to assume a greater share of the responsibility for program administration.

A somewhat different issue is raised by the fact that a variety of departments and offices within the MCPS are responsible for programs concerned with children having unusual needs. The gaps and overlaps which would be expected to operate under such circumstances did appear to be a source of problems. While this situation could be perceived as a problem in communications, it is the opinion of the Consultants that the primary problem is one of organizational structure which, if modified, could lead to better communication of information.

Communications beyond the school system, with those educational agencies having particular relevance for MCPS, such as the University of Maryland, George Washington University, and the Maryland State Department of Education, appear to be very favorable. In terms of the supply of new staff members and the in-service development of existing staff, this is an important consideration. These agencies appear to very sensitive to the status and the needs of MCPS.

On the basis of past experience and interviews with representatives of these agencies it would appear that they have the capability and the interest to continue to work cooperatively with MCPS as additional and changing personnel and material needs become evident.

Probably one of the major tasks of a large organization is that of establishing and maintaining effective communication systems. Who has the responsibility for communicating? with whom? about what? and how?

The Consultants found that some of the channels were well established and that information about special education was flowing effectually. However, there were many instances where, for a variety of reasons, essential communication was not achieved. A number of special education teachers complained that information about the program was not completely clear. Not all principals were well informed about special education and some parents felt that they were given the "brush off" when consulting with principals. It was reported that regular grade teachers did not understand the problems of deviant children nor how they could function effectively in their roles as instructors of these pupils.

Certainly, there are no pat solutions to these problems but the Consultants were convinced that some of the barriers could be eliminated if modifications were made in the organizational structure whereby the "separateness" of services for handicapped children would be reduced and generalist educators at the grassroots level would be placed in the position of assuming greater responsibility and decision-making authority regarding such children. This would eliminate some of the steps in the communication process and serve as a motivating factor in becoming better informed. It is recognized that this change would take time and could be accomplished only if a massive program of in-service education were undertaken.

Recommendation

1. We recommend that a comprehensive ongoing in-service education program be instituted for Area Directors, school principals, counselors and regular grade teachers to assist them in assuming increased involvement with handicapped children as recommended in the section on INSTRUCTION. Because of the dimensions of the task, as revealed in this section, the in-service program should be designed to provide this staff personnel with a good understanding of the characteristics of and desirable educational practices for handicapped children. A variety of approaches could be used to conduct the program. Institutes or workshops could be organized for staff during the summer months or for a week preceding the opening of school in the fall. Periodic meetings during the school year could be held when speakers, films, discussions and other techniques would be employed. One of the major outcomes would be a better understanding, on the part of general educators, as to their roles in the education of these children and how to improve their communication with parents.

Attitudes

Collection of Data

Among the study questions posed to the Evaluation Study Team was the consideration of attitudes and feelings of staff, parents, pupils, and community about the special education program and about children with handicapping conditions. Much of the information gained by the Consultant Team on these matters was impressionistic and was picked up accidentally while collecting other information about the total program. Interviews with both special education and regular classroom teachers, with principals in buildings housing special classes and others with no such concentrated involvement, interviews with central office administrative personnel directly and indirectly involved with the special education program, and some minimal contacts with parents whose children are being served, provided a variety of information input from which an assessment of attitudes could be drawn.

A specific focus on attitudes was covered as a part of a questionnaire sent to all building principals. With that instrument an attempt was made to differentiate between feelings toward or about exceptional children and their special programs as opposed to knowledge and understanding about such matters. Questions focused on the

respondent's perception of the types of deviations in children which were found to be most easily acceptable and also those which are found to be least acceptable on the part of building principals, regular classroom teachers and regular school pupils.

In addition, respondents were asked for their perception of which groups in the school environment were most able and which were least able to tolerate deviation in children in general. Respondents were also asked to consider the relationship between attitudes (positive or negative) and knowledge (sketchy or adequate) regarding the special education program, on the part of both building principals and regular classroom teachers.

A separate questionnaire, prepared and distributed to all special education teachers, speech and hearing therapists, and teachers of homebound children also yielded some impressions regarding attitudes.

Observations

To a considerable extent, it can be said that attitudes are reflected indirectly in the administrative procedures and practices which take place in a school system. For example, in regard to space allocation for special education classrooms in buildings around the county, there was universal agreement among those interviewed that it was deplorable the way special classes could be so easily ''bumped'' from a building when increasing enrollment in a building's attendance area created a problem in available space.

Although it is not clear as the relative position of cause and effect (and it may well be circular in nature) the administrative operation of certain programs such as Project FOCUS and the planning for the Multi-level Program for Emotionally Handicapped Adolescents, outside the Department of Special Education Services, is seen as having attitudinal aspects. It would seem that special education in MCPS suffers from a weakened status and that there is a lack of confidence in the possibility that with nurturance, the greater health which it might regain would be desirable.

Responses of the building principals to the questionnaire instrument (Appendix B) provided some unexpected information. A surprisingly large number (28 out of 145 responding) felt unwilling or unable to express an opinion on some of the items regarding acceptand attitudes toward handicapped children in general. Some respondents indicated that it was the job of school teachers and/or principals to be acceptant of all children and that they ''must not'' be least acceptant of anyone. Many others were willing to respond ''for themselves'' but stated strongly that they could not generalize to principals as a group, teachers as a group, etc. While the questionnaire was intentionally devised to cause the respondent to focus on some uncomfortable issues, it was thought that the guaranteed anonymity would make it possible for respondents to be relatively free to hazard some impressions.

When asked to indicate the types of deviations which school personnel found most easily to accept versus those which were found least easy to accept, the distribution of responses, from those who responded to those items at all, indicated that deviations in intellectual functionings and in physical-motor functioning were most acceptable (39% and 41%, of those responding respectively). Thirteen per cent indicated deviations in sensory function as easily accepted and only eight per cent indicated social-emotional deviations as in this category. Conversely, when asked to indicate the type of deviation found to be least acceptable, deviations in social-emotional functioning stood out as being the real problem (68 per cent of respondents). This distribution was quite consistent among senior high, junior high, and elementary school principals.

Taking all types of exceptional children as a whole, the majority of the respondents (52 per cent) felt that building principals were more acceptant of children who deviate than were regular classroom teachers, regular school pupils, or any other persons in the school environment. When asked to indicate who demonstrated the least acceptance of children who deviate, regular classroom teachers were mentioned most (45 per cent) with regular school pupils constituting a close second (39 per cent). Principals with special classes in this buildings saw teachers as having considerably more trouble than pupils with acceptance of deviation.

When asked to indicate the relationship between affective attitudes toward the special education program and cognitive knowledge about it, 78 per cent of the respondents classified the attitudes of building principals as positive. Over half of these described the situation as "positive attitudes in the presence of sketchy knowledge" while a slightly smaller number described their colleagues as having "positive attitudes in the presence of adequate knowledge." Only 16 per cent described building principals as having generally negative attitudes toward the special education program. In terms of knowledge about the program, 58 per cent described the knowledge of principals as sketchy while 36 per cent described it as adequate. Principals with special classes tended to see themselves as having more positive attitudes and more adequate knowledge than did those principals who had only itinerant services.

When asked to make similar judgments about regular classroom teachers, the principals responding were less confident of positive attitudes on the part of teachers, with only 64 per cent describing these as positive. Likewise, only 23 per cent described the knowledge of regular classroom teachers regarding the special education program as adequate. Principals with special classes were somewhat more likely to see teachers as having positive attitudes than were the other principals.

The distribution of responses on these items gave clear evidence that the principals saw adequate knowledge of the special education program as an important prerequisite to positive attitudes about it. Again, there was a high degree of similarity in the pattern of answers between principals of elementary, junior high, and senior high levels.

In summary, the information from the questionnaire reponses of principals suggests that it is difficult to talk about attitudes toward handicapped children themselves. Children with social-emotional deviations were perceived to be most readily rejected by school personnel. Principals believed themselves to be quite able to accept deviance, but saw teachers as less capable in this respect. Attitudes toward the program for handicapped children were more easily dealt with. In general, association with a program appeared to increase knowledge about programs, which in turn was seen as favorably influencing attitudes.

A somewhat different impression is gained from the responses to the teacher questionnaire (Appendix C). They were asked to report on the level of acceptance of the special education program by the principals, teachers and school community. Almost unanimously it was reported that the special education teachers and pupils were well accepted in the building.

When asked to express their views of the total program of special education and the specific area in which they taught, a large majority expressed a very positive attitude. Some expressed concern that the program was lagging behind others in the nation and that, in some aspects, modifications were necessary if the program in MCPS was to keep abreast of the current educational developments.

In general, the teachers and therapists viewed the program in a positive fashion. They were pleased with the environment in which they worked, the amount and quality of instructional materials available, the number of pupils assigned to them, the availability of school resources and auxiliary services, the quality of administrative support and supervisory assistance and the general acceptance of the program by the community. Exceptions noted were related to the limited funds available for the purchase of instructional materials in some schools where the principals allocated monies from school budgets. Some teachers also expressed concern about the lack of psychological and pupil services. Only a small per cent of the teachers reported that the principals were not supportive. Almost universally the teachers expressed discontent with the program of professional development and reported that more should be done by the Department and school system in this regard. Many teachers were concerned with the transportation of children and the difficulty of arranging for field trips for pupils.

It is probable that attitudes toward handicapping children on the one hand and attitudes toward existing programs designed to serve them are two quite different things. It appears that while proximity to programs for handicapped children may increase understanding about the program, build greater acceptance of the children involved, and create a willingness to assume a greater degree of responsibility for operation of the program, it does not necessarily enhance favorable attitudes toward the existing special education program. One might speculate that attitudes toward programs are positive in proportion with the sense of ''owning'' them.

To the degree that programs and services for handicapped children can be modified so as to be perceived as an integral part of the mainstream, with a resultant increase in sense of proprietorship on the part of regular educators, it appears that both the children and the programs would be more favorably regarded.

Organizational changes which would bring together functions of special education with functions of pupil services along the entire continuum of individual differences in children, as recommended elsewhere in this report, should have a salutory effect in integrating children in the mainstream and in changing attitudes about special education in a positive direction.

Research

Collection of Data

The Consultants interviewed staff personnel for the purpose of learning what research had been undertaken in the past and what was contemplated for future action. Several reports of completed studies were reviewed.

Observations

Some research activity, related to special education, was noted. Most of the studies had been accomplished within the past several years and were financed, primarily, by outside funds. In general, these studies were of the survey or demonstration type and were designed to collect information about deviant pupils and explore ways to enhance their education. As noted elsewhere in this report, several of the major projects were located outside the jurisdiction of the Department of Special Education which resulted in some organizational confusion and the bifurcation of efforts.

The Consultants were impressed with the research capabilities in MCPS, both as to staff and hardware. There is an excellent Research Department with highly competent personnel to assist in preparing proposals and conducting the research. Several of the members of the Special Education Department have had training and experience in research activities and, given time and resources, could undertake meaningful investigations.

In view of the great need in special education for well-designed research to investigate some of the many problems confronting educators it appears to the Consultants that MCPS has the obligation to move ahead in this field of activity. Financial resources are available from a variety of governmental agencies and private foundations and human resources abound in the community.

Recommendations

1. We recommend that a comprehensive follow-up study be conducted with samples of handicapped pupils who have left the MCPS within the past ten years. The primary purpose of the study would be to gain information which could be used in designing the curriculum to better prepare these individuals for post-school life. Data gathered in this study would include information concerning levels of adjustment in the community in such areas as: vocation, home life, social, legal, education, etc. Interviews would be conducted with the subjects, their parents,

and employers (where possible) for the intent of discovering the weaknesses and strengths of the educational program in relation to the level of adjustment of the pupil.

2. We recommend that MCPS explore with the Maryland State Department of Education and the University of Maryland procedures for effectively implementing the continuum of special education services as recommended in this report.

3. We recommend that a committee be appointed to organize an ongoing research program in special education. The functions would be to determine research problems in special education, establish priorities and prepare proposals.

CHAPTER IV

SUMMARY

This report is the culmination of planning and evaluation activities started in December, 1968 and extending through December, 1969. The Study was divided into three phases: (1) Development of the study design, (2) Evaluation, and (3) Implementation of the recommendations.

The study design was planned by a steering committee and the Project Director with the assistance of over 40 individuals selected from the school staff and the community. The evaluation was conducted by four regular and three special consultants. Data were collected from many sources and by various conventional procedures. It was estimated that over 1,000 individuals participated by responding to interviews, sharing ideas on questionnaires, preparing reports and statistical material, and by other means. The report is a joint effort of the consultants and represents the combined views of this group. The Project Director has been engaged, as a part of the study, to assist in phase 3 - Implementation of the Recommendations.

The program of special education for handicapped pupils in MCPS has been in existence for nearly two decades. During this period of time it has grown gradually in range of programs offered and in number of pupils served. For FY 1968-69 there were 6,474 pupils enrolled in special education classes and services. According to national prevalence data it appeared that this number was somewhat fewer than the expected number, however it was impossible to verify whether there were handicapped pupils needing special education services that had not been identified.

Potential candidates for special education are referred by teachers, principals, parents, physicians and others to pupil personnel workers. Assessment and diagnostic data are obtained and placement is arranged. Pupils are given instruction in special classes, special schools, resource rooms, or by itinerant personnel. Depending on the nature and severity of the handicapping condition and rate of growth, pupils are retained in the program, transferred to other programs or returned to the regular grades.

The administrative and supervisory personnel of the Department of Special Education included a Director, Supervisors, Coordinators, Teacher-Specialists, and Psychologists. The Director and some of the staff were assigned to the Department while others were assigned to the Department of Supervision and Curriculum Development.

Special education programs and services were organized for the following categories of handicapped children: (1) Auditorily Handicapped, (2) Emotionally Handicapped, (3) Mentally Retarded, (4) Orthopedically Handicapped, (5) Children requiring Home or Hospital Teaching, (6) Speech and Hearing Handicapped, (7) Children with Specific Learning Disabilities, and (8) Visually Handicapped.

Summary of Findings

General findings are summarized under 12 categories as established by the steering committee and expressed in the study design. Because these categories are not discrete, inter-relatedness of the findings will be noted by the readers.

Instruction

1. The findings, in this section, were based primarily on subjective evaluations since objective data on pupil growth were difficult to obtain. From classroom observations and teacher reports it was possible to conclude that, in general, instruction provided children in the program ranged from adequate to good. It was noted that the quality varied from one program to another depending on such factors as: competencies of the teachers, availability of appropriate instructional materials, adequacy of curriculum guides, and amount of supervisory assistance.

2. The quality of an instructional program is related to the clarity and specificity of stated educational goals. The consultants found that the goals reported in the instructional guides were too general to be of much assistance to the teachers.

3. While some curriculum guides had been prepared and distributed to the teachers it was noted that their use was limited. The Consultants believe that substantial work in curriculum revision should be undertaken.

4. The conventional model of organizing pupils for instructional purposes, used in MCPS, was found to be only partially effective. While some of the pupils enrolled in special classes were well placed, others might be better served in a less structured environment with supplementary service provided by itinerant teachers or instructional specialists. A broader continuum of special education services was proposed which is similar to the design prepared by the Division of Instruction of the Maryland State Department of Education.

5. Instructional programs for a limited number of pre-school handicapped children were in existence. It was suggested that consideration be given to the extension of these services to include a broader range of children.

6. It was found that summer school opportunities for special education pupils were limited. It was proposed that programs should be extended to all handicapped pupils who could profit from such experiences.

Organization

1. The general impression of the Consultants was that the present administrative organizational structure generates confusion as to the current status and the long range objectives of the special education program. There was ambiguity as to what constituted special education and the role definitions of the personnel carrying administrative and supervisory responsibilities.

2. Evidence was gained to support the notion that decentralization of decision making authority might enhance the program. This is consistent with efforts on the part of the administrative staff to strengthen the area structure.

3. The consultants believe that a plan whereby special education and pupil services were blended would improve the organizational structure and lead to more effective operation of the program for deviant children. A specific plan to accomplish this was proposed.

Staff

1. The consultants were favorably impressed with the quality of the teaching staff. In general, these teachers were highly competent individuals who were deeply dedicated to their task. However, it was found that approximately 20 per cent were not certificated in special education. It was suggested that concerted efforts should be made to motivate these teachers to complete the necessary course work to meet state standards.

2. One of the glaring deficiencies was the almost complete lack of programs for professional development of in-service teachers. A number of teachers expressed their desire for more programs in in-service education.

3. The leadership people in the Department of Special Education were generally well qualified for their responsibilities. It was quite evident that they were overwhelmed with the dimensions of their tasks and that they were not able to accomplish their duties in a completely satisfactory manner. There was some misunderstanding on the part of staff with titles of Teacher-Specialists as to their status and roles.

4. MCPS is to be commended on its practice of employing teacher aides. The Consultants found these individuals to be of great assistance in the special education classrooms.

Pupils

1. The Consultants discovered that procedures for identifying handicapped children were not well-defined and somewhat inefficient. It was suggested that a better plan for screening, referral and assessment be designed to assure that all children requiring special services would be identified.

2. Placement of pupils in special education programs was, in most instances, handled well. However, there were some children who were not transferred into special classes for some time after they had been identified. Primary reasons for this delay were: filled classes and transportation problems.

3. The process of re-evaluation, re-assignment and follow-up of special education pupils varied markedly throughout the program. Because of the lack of precise evaluative criteria, it appeared to be difficult for teachers and psychologists to conduct a good program of evaluation to determine whether children in the special education program should be retained, transferred to some other program, or dismissed for return to regular grades.

4. It was reported that over 700 handicapped pupils residing in the County were assigned to private placement. It seemed to the Consultants that this was excessive and that the reasons should be explored.

5. There was a shortage of follow-up information about handicapped pupils who had left the program.

Auxiliary Personnel and Services

1. The findings of this study disclosed that there was a shortage of auxiliary personnel in MCPS. The ratios of one psychologist to over 6,000 pupils, and one pupil personnel worker to 4,000 pupils should be lowered to permit more extensive supportive services. There were only three psychologists assigned to the Department of Special Education to work with nearly 2,000 handicapped boys and girls in special classes. Also, the need for more school social workers was clearly evident.

2. It appeared that pupil personnel workers were not altogether certain of their roles in relation to special education. They expressed their desire to improve procedures for identifying special education pupils and expediting placement in the program. At the time of the study a committee was engaged in examining these problems for the purpose of developing guidelines for improving cooperative efforts between the two departments.

3. The problem of transportation for handicapped pupils emerged from many sources in the course of the study. The consultants found that the travel time for some children was in excess of an hour each way. It appeared that the size and certain topographical features of the County accounted for some of the difficulties in transportation. In addition, some handicapped pupils must travel long distances because of the location of the classes or centers. Transportation personnel were concerned and engaged in finding ways to ameliorate the conditions.

Housing and Physical Facilities

1. There were 88 special classes located in elementary schools and 62 classes in secondary schools in addition to four special schools. The quality of the rooms, in general, was excellent. They were well-lighted and ventilated and the furnishings were satisfactory for the instructional program. The special schools for the moderately retarded were viewed as being superior to most buildings found in the United States for these boys and girls.

2. Special education classrooms were not always situated in buildings centrally located to the homes of the pupils in the classes. A study leading to long range planning for location of classrooms was proposed.

3. One of the more disturbing problems, manifested in the study, was the somewhat common practice of moving special classes from one building to another when space was reduced because of increased enrollments of regular grade pupils or for other reasons. Over 50 per cent of special education teachers surveyed reported that lack of permanency in buildings created poor morale among teachers and pupils.

Budget

1. It was found that the per capita cost for special education pupils enrolled in special classes was $2,549 compared to $808 for regular grade pupils (FY 1968-69). This ratio of approximately 3 to 1 is not markedly different from that of other school systems with comprehensive programs of special education.

2. Approximately 33 per cent of the costs of special education were borne by the State of Maryland via special reimbursement to MCPS.

3. So far as it could be determined, budget allocations were sufficient to support a good program of special education. One major deficiency, described elsewhere in this report, is in the need for additional auxiliary personnel for supportive services.

4. It was anticipated that as further progress was made in the utilization of the PPBS (Planning-Programming-Budgeting System) a more specific budget could be designed that would lend itself to a more detailed evaluation of special education in terms of cost-effectiveness.

Community Resources

1. The Consultants found that there was an impressive list of community agencies, organizations and groups in Montgomery County, many of which were prepared to provide services and various kinds of assistance to handicapped boys and girls. It appeared that strong working relationships had been developed between the schools and a number of agencies and that well-defined working agreements had been established. Particular reference could be made to the School Health Division of the Montgomery County Health Department, Department of Social Services, Juvenile Services, Easter Seal Treatment Center, United Cerebral Palsy Center, Vocational Rehabilitation Services, and many others too numerous to list in this report.

2. It was proposed that an advisory council be appointed comprised of school personnel, representatives of selected community agencies, parent groups, and other civic organizations for the purpose of promoting better communication and strengthening relationships between the community and the schools.

Parents

1. The Study revealed a wide divergence of knowledge about and attitudes toward the special education program by parents and parent groups. Expressions of parents ranged from complete satisfaction to deep dissatisfaction. Most of the complaints seemed to center around: inadequate communication with the schools, lack of information about special education policies, incomplete range of programs and services, lack of opportunity to participate in program planning and an inadequate program of evaluation for pupils in the special education programs.

2. The Consultants were impressed with the sincerity and conviction of the parents with whom they talked. Without exception they expressed a strong desire for a special education program of high quality and their willingness to contribute to the realization of this goal. It was clear that better communication systems between parents and the schools should be developed.

Communication

1. The Study revealed that the lines of communication between the Department of Special Education and other components of the school system and community were, in general, less than optimal. It was found that many central office staff, principals, teachers (even some special education teachers), and parents possessed little information (or much misinformation) about the goals of special education and how they were achieved.

2. The Consultants believe that modifications in the organizational structure should be made which would bring together and better coordinate the various efforts underway in the system for children with handicapping conditions. This, in combination with increased in-service training for principals, teachers and others should improve communication and result in an improved program of special education and services.

Attitudes

1. The Consultants found that it was a difficult task to obtain accurate information in this sensitive area. The findings can hardly be considered as conclusive since they were based on a limited number of questionnaires submitted to principals and special education teachers, and interviews and conversations with a small sample of school staff and community people.

2. In general, it appeared that attitudes of principals and regular grade teachers about handicapped pupils were favorably influenced in direct proportion to their knowledge about and responsibility for these children.

3. A large majority of special education teachers expressed a favorable attitude toward the program and the school system.

4. The Consultants sensed that some central office personnel held unfavorable attitudes toward the program because of feelings that special educators were "empire builders," held themselves aloof from general education and expected too much beyond that of general educators. (These attitudes were commonly held by general educators over the country and, in part, were based on the feelings of special educators that they had to "fight" for "their" children or they would be "lost in the cracks." Historically, these attitudes could be justified in fact. In the march of time there has been a trend toward the practice of sharing responsibility for the education of handicapped children by all educators. This trend is being fostered by special educators to the end that the educational program for these children would be enhanced. The Consultants are convinced that MCPS is ready to move in this direction and that the recommendations incorporated in this report should provide the foundation for positive change.)

Research

1. It was found that research activity in special education had been limited to several projects of a survey and demonstration type.

2. The Consultants were impressed with the research capabilities of MCPS and believe that much needed investigations in special education could be undertaken. It was proposed that steps be taken to list significant research problems, establish priorities, and prepare proposals for funding. It was recommended that a follow-up study be conducted of handicapped pupils who have left the schools.

Conclusion

In a project of this magnitude and with the necessary limits of time and financial resources it is altogether possible that some matters were overlooked or not given the attention they deserved. It is also likely that other considerations were magnified out of proportion to their true significance. The Consultants attempted to hold these errors to a minimum.

In total, the program of special education in MCPS may be regarded as meritorious. Although particular emphasis was given, in this report, to the weaknesses in the program this is not to imply that it is not fundamentally sound. On the contrary, the purpose of the study was to point up those parts of the program which, if strengthened, would result in making a good program even better.

The Consultants were convinced that the citizens of Montgomery County are desirous of a quality educational program for all children. The recommendations in this report are designed to help reach that goal.

Appendix A

STUDY DESIGN

1. Organization (Organizational structure of the school system, interdepartmental relationships, and utilization of central office staff as they relate to special education)

   a. What kinds of personnel are necessary to provide support for programming for children with handicapping conditions?

   b. Are the services of the present central office special education staff being utilized most effectively?

   c. What organization structure will permit the most effective support for special education programs?

   d. In what ways do the central office special education staff relate to other departments and administrative personnel?

   e. Should consideration be given to assigning certain central office special education staff to area offices?

   f. What are the responsibilities of the principal in regard to special education programs and services in the buildings?

2. Instruction (the instructional program, and instructional materials and equipment)

   a. Are the stated educational goals appropriate for the needs of the handicapped?

   b. Are the present methods of organizing the handicapped for instructional purposes the most effective?

   c. Are the best available instructional materials and equipment being provided to the teachers and are they being used and maintained effectively?

   d. Is a complete curriculum available to the handicapped, including vocational education, and are up-to-date curriculum guides and courses of study in the hands of the teachers?

   e. How effective is the program for the evaluation of pupil growth and what are the most effective ways of obtaining base-line and follow-up data?

   f. Which programs and services for the handicapped might be extended to younger and older pupils?

   g. Are new advances in instructional media and methodology available to and being employed effectively by the teachers?

h. Is appropriate research being conducted on the learning needs of special education pupils?

i. What are the needs for summer programs and services and how adequately are they being met?

3. Housing and Physical Facilities (location, design, and number of classrooms and other facilities)

a. Is there a sufficient number of appropriate classrooms and facilities for staff and for all children requiring special education program and services?

b. Are the classrooms located in a reasonable proximity to pupils' residences?

c. Is the department of special education involved in long range building planning?

d. Are proper building modifications to meet the needs of the handicapped provided in buildings?

e. Is the location of special education classes considered on a long term basis?

f. Are there provisions for housing special programs and services for emergency over-load relief?

4. Pupils (referral, placement, and case management and follow-up procedures)

a. How effective are the procedures for:

1. screening
2. referral
3. diagnosis
4. placement
5. follow-up

b. How effective are the case management procedures in the school system?

c. How effective are case management procedures with agencies such as welfare, courts, health department, and vocational rehabilitation?

d. How effective are the procedures for re-evaluation, re-assignment, and follow-up?

e. Are there children who are being served outside of Montgomery County Public Schools who should be served by Montgomery County Public Schools?

f. Are there children who are being served in Montgomery County Public Schools who could be served more effectively elsewhere?

5. Staff (recruitment, utilization, and in-service education of special education staff, including aides)

   a. Are the special education staff certified for their specific assignment? Should there be models to describe competencies beyond minimum certification requirements?

   b. How effective are the present procedures for recruiting staff?

   c. What is the retention rate of special education staff as compared with other Montgomery County Public Schools staff?

   d. Is sufficient support being provided for staff?

   e. Are there promotional opportunities for special education staff?

   f. How extensive and available are the in-service and staff development programs?

   g. What consideration is being given the placement and transfer of staff?

   h. Are all staff at all job levels being used to promote the objectives of the program in relation to their specific skills?

6. Budget

   a. Are sufficient funds available for a comprehensive special education program?

   b. Are available funds being utilized effectively?

   c. Are the present procedures for preparing budget and controlling expenditures effectively supporting the program?

   d. What quality of program can be supported with the present level of expenditures and what is required to fund an optimum program?

   e. What are the implications of state and federal legislative trends, and what mechanisms exist through which: a) the staff can effect new legislation at state and national levels, and b) the staff can take advantage of the various grant programs for special education?

7. Auxiliary Personnel and Services (non-special education personnel and services used to support the program such as psychologists, pupil personnel workers, counselors, librarians, transportation personnel, etc.)

   a. Are the teacher and central office staff support teams (principals, supervisors, pupil services worker, etc.) being most effectively utilized?

   b. Is there a sufficient number of auxiliary personnel and services?

c. To what extent are auxiliary personnel prepared for their responsibilities in special education?

d. What procedures are being utilized to orient the staff, students, and community prior to the placement of a special education program?

e. Are transportation provisions appropriate to the task?

8. Community Resources (resources outside of the school system)

a. Is the most effective use being made of community resources such as:

Health Department
Community agencies
Individual volunteers
Parent organizations
Professional organizations
Service Clubs

b. Are staff aware of the various community agencies and the procedures for referral?

c. What are the relationships between Montgomery County Public Schools and special education programs in other public and private schools?

9. Parents (relationship between school and parents of children in special education)

a. Are the obligations of the school to parents being met in respect to reporting, educating, counseling, and planning programs and services?

b. What are the possibilities for adult education programs for providing educational programs appropriate for parents of handicapped children?

c. Are parents sufficiently informed on various school policies which affect their child's program?

d. How can parent resources be utilized more effectively?

10. Attitudes (attitudes and feelings of staff, parents, pupils and the community about program and children with handicapping conditions)

a. What are the attitudes and feelings of school staff, parents, pupils and the community about the program of special education and children with handicapping conditions?

b. Are other school personnel sensitive to the needs of special education programs and placements for which they share a responsibility?

c. Are the persons on the special education staff sensitive to the needs of the regular program?

11. Research

On the basis of the findings of the evaluation study, are there significant problems which should be investigated?

12. Communication Systems (communication between special education and other elements of the school system and public groups and persons)

a. How effective is the communication within special education and between special education and other elements of the school system, public agencies, parents and the community?

b. What steps can be taken to assure that universities and Montgomery County Public Schools are cooperating in meeting staff needs?

Appendix B

School Principal's Opinionnaire

Type of School

1. Elementary_____ 2. Junior High or Middle School_____ 3. Senior High (or Jr-Sr Combined)_____

The Department of Special Education of Montgomery County Public Schools currently administers programs and services for pupils in classroom settings and for other pupils on an itinerant basis. Classroom programs are provided for students with the following disabilities:

1. Severe auditory handicaps
2. Orthopedic handicaps
3. Moderate retardation
4. Mild retardation
5. Specific learning disabilities
6. Emotional handicaps

Itinerant services are provided to students with:

1. Speech and hearing disorders
2. Moderate auditory handicaps
3. Vision handicaps
4. Conditions requiring home or hospital teaching

Please indicate your degree of involvement with the Special Education program as it now exists, by checking one or more of the types of services listed below. If you have recently changed assignments, answer in terms of your most significant experience.

Special Education Services in Your School

_____1. full time special class(es):
(pupils remaining major part of day in self contained group)

_____2. full time resource teacher:
(teacher remaining in classroom, seeing a number of pupils for minor portions of the day)

_____3. "home based" itinerant service:
(personnel serving your school and others, but based in your school for administrative purposes)

_____4. other itinerant service:
(personnel serving your school and others, but based in another school or office)

Please express your opinion on the questions on the following pages, in terms of your perception of how things currently operate in MCPS. You will note that on certain items you may wish to check more than one of the multiple alternatives. Please feel free to do this. Also, you may very well find that in some instances none of the alternatives quite express your opinion. Please feel free to write in any opinions or comments in the spaces provided.

1. Administrative Organization

1.1 The provision of services for exceptional children in my school would be most effective and efficient if a larger responsibility for administration and supervision

_____a) were based at the local building level
_____b) were based at the Area Director's level
_____c) were based on a regional concept (larger than an area and smaller than total county) if such were established
_____d) were based at the central office (county) level
_____e) (this aspect should remain as it currently exists)
Other opinions or comments_____

1.2 In the handling of personnel (selection, placement, evaluation) serving exceptional children, a larger role should be played by people

_____a) at the local building level
_____b) at the Area Director's level
_____c) at a larger regional (part county) level
_____d) at the central office (county) level
_____e) (this aspect should remain as it currently exists)
Other opinions or comments_____

1.3 In the handling of material resources (budget allocations, instructional materials and supplies, etc.) for the service of exceptional children a larger role should be played by people

_____a) at the local building level
_____b) at the Area Director's level
_____c) at a larger regional (part county) level
_____d) at the central office (county) level
_____e) (this aspect should remain as it currently exists)
Other opinions or comments_____

1.4 In the handling of individual pupil placement and programming for exceptional child services a larger role should be played by people

_____a) at the local building level
_____b) at the Area Director's level
_____c) at a larger regional (part county) level
_____d) at the central office (county) level
_____e) (this aspect should remain as it currently exists)
Other opinions or comments_____

1.5 In the handling of space allocation (classrooms within a building, buildings within an area, etc.) for exceptional child services a larger role should be played by people

_____a) at the local building level
_____b) at the Area Director's level
_____c) at a larger regional (part county) level
_____d) at the central office (county) level
_____e) (this aspect should remain as it currently exists)
Other opinions or comments_____

1.6 The role of supervisory persons serving exceptional children from a base outside the local building should be

_____a) entirely consultative with no line authority
_____b) largely consultative with line authority in certain designated areas
_____c) line authority shared with building principal (within designated areas of jurisdiction)
_____d) major line authority regarding most aspects of the program for exceptional children
_____e) total line responsibility and authority for that program
Other opinions or comments_____

1.7 Some educational authorities have expressed the opinion that all children except those with the most severe handicapping conditions should be enrolled in regular grades. Under such a plan special education would become a resource to the total educational program and special teachers would be made available on an "as needed" basis to the total school program. Such a plan would seem to be

_____a) an improvement over the present system
_____b) no better nor worse than the present system
_____c) of less value than the present system
Other opinions or comments_____

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2. Communications

2.1 The building principals' understanding of the special needs of various types of exceptional children, in most instances, are

_____a) very adequate
_____b) adequate for most reasonable purposes
_____c) needing some improvement
_____d) needing considerable improvement
_____e) severely lacking
Other opinions or comments_____

2.2 The building principals' understanding of program objectives for various handicapped children are generally

_____a) very adequate
_____b) adequate for most reasonable purposes
_____c) needing some improvement
_____d) needing considerable improvement
_____e) severely lacking
Other opinions or comments_____

2.3 Regular classroom teachers' understanding of the special needs of various types of exceptional children, in most instances, are

_____a) very adequate
_____b) adequate for most reasonable purposes
_____c) needing some improvement
_____d) needing considerable improvement
_____e) severely lacking
Other opinions or comments_____

2.4 Regular classroom teachers' understanding of program objectives for various handicapped children are generally

_____a) very adequate
_____b) adequate for most reasonable purposes
_____c) needing some improvement
_____d) needing considerable improvement
_____e) severely lacking
Other opinions or comments_____

2.5 Regular class pupils' understanding of the special needs of various types of exceptional children, in most instances, are

_____a) very adequate
_____b) adequate for most reasonable purposes
_____c) needing some improvement
_____d) needing considerable improvement
_____e) severely lacking
Other opinions or comments_____

2.6 Regular class pupils' understanding of program objectives for various handicapped children are generally

_____a) very adequate
_____b) adequate for most reasonable purposes
_____c) needing some improvement
_____d) needing considerable improvement
_____e) severely lacking
Other opinions or comments_____

2.7 The general public's understanding of the special needs of various types of exceptional children, in most instances, is

_____a) very adequate
_____b) adequate for most reasonable purposes
_____c) needing some improvement
_____d) needing considerable improvement
_____e) severely lacking
Other opinions or comments_____

2.8 The general public's understanding of program objectives for various handicapped children are generally

_____a) very adequate
_____b) adequate for most reasonable purposes
_____c) needing some improvement
_____d) needing considerable improvement
_____e) severely lacking
Other opinions or comments_____

2.9 Would clarity of understanding regarding the needs of exceptional children and the objective of the program best be enhanced by

_____a) more extensive use of communication media by the central office
_____b) more emphasis on consultation by central office specialist personnel
_____c) an organizational change which gave increased "spotlighting" of special education children and services
_____d) an organizational change which de-emphasized the "specialness" of special education children and services
Other opinions or comments_____

2.10 Would you describe the quality of communications in the school system regarding special education as

_____a) better than with other programs
_____b) poorer than with other programs
_____c) about the same as with other programs
Other opinions or comments_____

3. Attitudes

Feelings toward or about exceptional children and their special programs may be differentiated from knowledge and understanding about such matters. The following items are addressed toward your perception of the status of such attitudes in MCPS.

3.1 Building principals, as a whole, are most acceptant of children who deviate in

_____a) intellectual functioning
_____b) physical-motor functioning
_____c) sensory functioning
_____d) social-emotional functioning
Other opinions or comments_____

3.2 Building principals, as a whole, are least acceptant of children who deviate in

_____a) intellectual functioning
_____b) physical motor functioning
_____c) sensory functioning
_____d) social-emotional functioning
Other opinions or comments_____

3.3 Regular classroom teachers, as a whole, are most acceptant of children who deviate in

_____a) intellectual functioning
_____b) physical-motor functioning
_____c) sensory functioning
_____d) social-emotional functioning
Other opinions or comments_____

3.4 Regular classroom teachers, as a whole, are least acceptant of children who deviate in

_____a) intellectual functioning
_____b) physical-motor functioning
_____c) sensory functioning
_____d) social-emotional functioning
Other opinions or comments_____

3.5 Regular school pupils, as a whole, are most acceptant of children who deviate in

_____a) intellectual functioning
_____b) physical-motor functioning
_____c) sensory functioning
_____d) social-emotional functioning
Other opinions or comments_____

3.6 Regular school pupils, as a whole, are least acceptant of children who deviate in

_____a) intellectual functioning
_____b) physical-motor functioning
_____c) sensory functioning
_____d) social-emotional functioning
Other opinions or comments_____

3.7 Taking all types of exceptional children, as a whole, the most acceptance of children who deviate is demonstrated by

_____a) Building Principals
_____b) Regular Classroom Teachers
_____c) Regular School Pupils
_____d) Other_____
Other opinions or comments_____

3.8 Taking all types of exceptional children, as a whole, the least acceptance of children who deviate is demonstrated by

_____a) Building Principals
_____b) Regular Classroom Teachers
_____c) Regular School Pupils
_____d) Other_____
Other opinions or comments_____

3.9 Among Building Principals, any comparison between affective attitudes toward the special education program and cognitive knowledge about it can best be described as follows

_____a) positive attitudes in the presence of sketchy knowledge
_____b) negative attitudes in the presence of adequate knowledge
_____c) positive attitudes in the presence of adequate knowledge
_____d) negative attitudes in the presence of sketchy knowledge
_____e) neutral attitudes, regardless of knowledge
Other opinions or comments_____

3.10 Among Regular Classroom Teachers, any comparison between affective attitudes toward the special education program and cognitive knowledge about it can best be described as follows

_____a) positive attitudes in the presence of sketchy knowledge
_____b) negative attitudes in the presence of adequate knowledge
_____c) positive attitudes in the presence of adequate knowledge
_____d) negative attitudes in the presence of sketchy knowledge
_____e) neutral attitudes, regardless of knowledge
Other opinions or comments_____

Questionnaire Survey

Special Education Teachers

Montgomery County Public Schools

The questions listed below were prepared to give special education teachers the opportunity to provide important information as a part of the evaluation of the special education programs. Please phrase your responses on the basis of your personal experiences as a special education teacher. In addition to the questions you are urged to supplement your replies with any other information you may wish to include.

A. INSTRUCTIONAL MATERIALS AND SUPPLIES

1. Do you have a sufficient quantity to meet your teaching needs?

2. Are they appropriate for the learning needs of the pupils?

3. May you order materials and supplies to meet your needs?

4. Do you think that the curriculum guides provided are adequate?

5. What suggestions do you have for improvement relative to instructional materials and supplies?

B. PUPILS

1. Is the number of pupils assigned appropriate for good instruction?

2. Are the ability and achievement levels of the pupils assigned to your class within a range appropriate for good instruction?

3. Are the pupils assigned according to recognized criteria for the specific handicapping condition?

4. What suggestions do you have for improvement relative to pupils?

C. CLASSROOM ENVIRONMENT

1. Is the classroom of sufficient size to conduct the instructional program?

2. Is the classroom well located in the building?

3. Is the classroom appropriately lighted and ventilated?

4. Does the classroom contain sufficient blackboard space, book shelves, storage cabinets, electrical outlets, etc.?

5. What suggestions do you have for improvement relative to classroom environment?

D. AVAILABILITY OF SCHOOL RESOURCES

1. Is audio-visual equipment available upon reasonable request?

2. Are various instructional centers such as: multi-purpose room, instructional materials center, playground, etc. available for the pupils?

3. Are resources readily available for taking your class on field trips?

4. What suggestions do you have for improvement relative to availability of school resources?

E. AVAILABILITY OF AUXILIARY SERVICES

1. Are services offered by (a) Psychologists, (b) Pupil Personnel Workers, (c) Speech and Hearing Therapists, (d) School Counselors, (e) Other Non-Education Specialists, etc. available in sufficient amount?

2. Do you receive assistance from art, music, and physical education teachers?

3. Do you have the services of an Aide?

4. What suggestions do you have for improvement relative to availability of auxiliary services?

F. SUPERVISION AND CONSULTATION

1. Does the Special Education supervisor provide the necessary supervision and consultation?

2. Does the Special Education Teacher-Specialist provide the necessary supervision and consultation?

3. Do you receive consultation from Curriculum Consultants other than Special Education?

4. Does the School principal (or designated representative) provide supervision and support?

5. What suggestions do you have for improvement relative to supervision and consultation?

G. IN-SERVICE EDUCATION PROGRAM

1. Are you satisfied with the present program for the improvement of in-service special education teachers?

2. What suggestions do you have for improvement relative to in-service education program?

H. RE-EVALUATION AND RE-PLACEMENT OF PUPILS

1. Are the present procedures effective for re-evaluating and, when indicated, placing special education pupils in another class or the regular grades?

2. Are present follow-up activities of pupil's return to regular grade satisfactory?

3. What suggestions do you have for improvement relative to re-evaluation and re-placement of pupils?

Read next instructions before continuing.

(The questions under I through K are designed particularly for Special Education teachers in classes located in regular grade buildings. Others proceed to Sections L and M)

I. INTEGRATING SPECIAL EDUCATION PUPILS IN REGULAR EDUCATION

1. Do the pupils attend any regular grade classes? If so, which ones?

2. Do the pupils participate in any of the regular school activities other than classes? If so, what activities?

3. What suggestions do you have for improvement relative to integrating Special Education pupils in regular education?

J. ACCEPTANCE OF SPECIAL EDUCATION PROGRAM AND TEACHERS BY SCHOOL ADMINISTRATION, REGULAR GRADE TEACHERS AND STAFF, AND COMMUNITY

1. What is the level of acceptance of the Special Education program and teacher in your building by school principal, regular grade staff and teachers, and the school community?

2. What suggestions do you have for improvement relative to acceptance of special education program and teachers by school administration, regular grade teachers and staff, and community?

K. PERMANENCE OF LOCATION OF SPECIAL EDUCATION CLASS

1. What is your view of the permanency of the Special Education classroom in your building?

2. What suggestions do you have for improvement relative to permanence of location of special education class?

For all Special Education teachers. (Sections L and M)

L. TOTAL PROGRAM OF SPECIAL EDUCATION

1. What are your views of the total program of special education in the Montgomery County Public Schools?

2. What are your views of the Special Education program in which you teach?

3. What suggestions do you have for improvement relative to total program of Special Education?

M. ADDITIONAL SUGGESTIONS

You are invited to present any additional suggestions or recommendations below: (Use additional sheets, if necessary.)

Please check the program in which you teach:

Moderately Mentally Retarded	_____
Mildly Mentally Retarded - Elementary	_____
Specific Learning Disabilities - Elementary	_____
Mild Learning Handicaps - Secondary	_____
Emotionally Disturbed	_____
Orthopedic or Other Health Impaired	_____
Visually Handicapped - Elementary	_____
Secondary	_____
Both	_____
Severe Auditory Handicaps - Elementary	_____
Secondary	_____

Please return to Special Education Study Project no later than October 13, 1969, in the enclosed envelope

850 North Washington Street
Rockville, Maryland 20850